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PRODUCTIVITY

Can be measured in public sector

Productivity can often be measured in public service operations with as much accuracy as it is being measured in the private sector, concludes a study by the Pay Research Bureau of the Public Service Staff Relations Board in Ottawa. "Contrary to traditional views, there is no lack of output indicators which can be used as measures," the 132-page study report, entitled *Productivity Measurement in the Public Sector*, asserts. This conclusion follows an examination of programs undertaken by the federal Treasury Board and Statistics Canada, as well as of systems of productivity measurement implemented by both the United States government, and several municipal governments in the U.S.

A number of different productivity measures were used in the various projects, and Statistics Canada and Treasury Board are now undertaking work to create acceptable bases for productivity indices based upon such data as are currently readily available. The study notes examples of such data used in earlier pilot studies in the federal public service — the volume of mail and other services, weighted by type, in the Post Office, for example; the number of tax returns processed, tax audits and instalment accounts, all weighted by type, in the Department of National Revenue; the number of employers subject to audit; applications for benefit, and payments made in the Unemployment Insurance Commission; weighted types of welfare payments and services to veterans and their families, in the Department of Veterans Affairs Welfare Services Branch; the types of owned and leased accommodation weighted by imputed rental revenues, in the Department of Public Works; and, in the National and Historic Parks Branch of the Department of Indian and Northern Affairs, the number of visitors to historic sites and national parks.

The Pay Research Bureau says its report is submitted "as an informative" work, not a recommendation of any particular approach to productivity measurement. It does, however, point out that its research indicates several essential steps for the successful introduction of a productivity measurement plan in the public sector. These include obtaining commitment from and involvement of top managers, the acquisition of "analytical talent" to develop a program "based on in-depth knowledge of local problems as well as solutions to similar problems in other locations," and consultation with the employees' union. "In some cases, where work rule agreements and traditions have the force of law, a form of productivity bargaining is absolutely necessary," the report observes.

The report also notes that Treasury Board has established guidelines governing the measurement of performance of government operations, and that the long-term goal is to have all departments and agencies equipped with functioning operational performance measurement systems by 1980.

ILO

Budget cuts

The governing body of the International Labour Organization has approved program reductions of $36,600,000 for 1978 and 1979, to help offset losses caused by the United States Nov. 1 withdrawal from the United Nations body. The U.S. contribution of 25 per cent of the budget would have amounted to 42.3 million over two years. The planned reductions amount to 21.7 per cent of the budget and the ILO will try to raise the remaining 3.3 per cent — or $5.7 million — by a number of measures including voluntary contributions from member states.

The reductions may lead to staff cuts of up to 230 persons. They cover the entire range of ILO activities and will involve a reorganization of work at headquarters in Geneva.

An ILO spokesman is quoted by the International Confederation of Free Trade Unions as saying the People's Republic of China has "temporarily" withdrawn from all ILO activities and does not intend to pay any contributions. The Republic has not made any contributions since it joined the ILO in 1970 as successor to Nationalist China, and now owes $9.8 million.

MULTINATIONALS

New ILO proposals

The governing body of the International Labour Organization has adopted a set of voluntary labour policy principles for multinational enterprises, covering employment, training, conditions of work and life, and industrial relations.

A declaration outlining the proposals is being sent to union and employer organizations in the ILO member countries as well as to the United Nations for possible use as part of, or an appendix to, the UN code of conduct for transnational corporations.

The declaration says that while multinational enterprises can bring substantial benefits to home and host countries, their operations may lead to conflicts with national policy objectives and with the interests of workers.

EARNINGS

Lower increases under AIB guidelines

Major employers not covered by the Anti-Inflation Board guidelines have been granting larger salary increases than employers who are under the controls, a survey of employers in six provinces finds. Average increase in 1977 by the firms and government agencies not under the guidelines was 8.8 per cent, compared with an average 7.7 per cent for those under the guidelines, according to the survey by the Toronto management consulting firm of Stevenson and Kellogg Ltd. The companies outside controls expect average pay increases of 7.7 per cent in 1978, compared with an average 6.6 per cent for those covered by controls. The survey covered 500,000 employees of 509 companies and government agencies in 91 occupational categories.

WORK STOPPAGES

International comparisons

A report by the International Labour Organization says strikes and lockouts cost Canada an average 2.27 working days per worker in 1976, the highest in 55 countries, but Labour Minister John Munro disputes the figure.

"International comparisons are close to meaningless because the data from the various countries in the comparisons are compiled on a different basis," Munro said in a Nov. 23 statement. For example, he said, most countries do not report political strikes to the ILO but the Canadian figures include approximately 800,000 man-days lost to the Canadian Labour Congress Oct. 14 'day of protest'. Another difference is that the Canadian data include man-days lost in the public sector, but the ILO statistics exclude public sector stoppages. A third difference, he said, is that reporting of man-days lost has different rules. For example, Australia does not report man-days lost until after the first two weeks. Other countries may exclude the first few days or the first few weeks of a work stoppage.

"The figures for Canada in 1976 showed 11,609,890 man-days lost in a workforce numbering 8,243,000 in the non-agricultural sectors," Munro explained. The percentage loss per worker for 1976 was 1.41 — not 2.27 as reported by the ILO. The difference in these two figures is accounted for by the fact that the ILO has applied man-days lost against only four or five sectors of the economy."

Munro also noted that Canada's record of man-days lost has improved considerably since 1976.

Third quarter 1977

Direct time loss from work stoppages due to strikes and lockouts in Canada amounted to 1,182,820 man-days in the third quarter of 1977. In relation to the total estimated working time of non-agricultural workers, this represents approximately 19.7 man-days per 10,000 man-days worked. The comparable figure for the third quarter of 1976 was 4,120,190. Work stoppages numbered 530 in the third quarter of 1977 and involved a total of 110,117 workers.

During the first nine months of 1977 the total time lost due to strikes and lockouts amounted to 2,869,520 man-days, less than one third the 8,826,650 man-days lost during the corresponding period of 1976.

THE ECONOMY

OECD predicts "difficult" year

The Organization for Economic Co-operation and Development sees 1978 as a "difficult" year for the Canadian economy with slow growth, low demand for consumer goods and a possible increase in unemployment. In its semi-annual review of economic trends in its 24-member countries, the OECD says the expansionary measures announced last October by Finance Minister Jean Chretien,

including the phasing out of anti-inflation controls, "seem unlikely to improve overall growth performance very much during 1978."

The review says the unemployment rate may reach 8.5 per cent and perhaps even go higher. Gross national product is expected to increase from 3.5 to 4 per cent, an improvement over the 2.25 per cent increase of 1967. But, the OECD maintains, a growth rate of 5 per cent would be needed to prevent unemployment from rising next year. Moreover, despite recent layoffs, there is still a surplus of "hoarded" labour in manufacturing. Hence the increase in overall employment may be less than 2 per cent in 1977 and may ease further to 1.5 per cent in 1978.

Despite the phasing out of controls, the OECD says that weaknesses in the demand for labour are likely to contribute to a further slowing down in the rate of increase of unit labour costs to a rate of possibly 5 per cent from just over 7 per cent in 1977.

Real disposable household income is expected to rise by only 3 per cent with most of the increase coming in the first half of the year — well short of the average 7 per cent annual increase achieved over the 1971-76 period.

The review says there are good prospects that the inflation rate may decline to 6 per cent as external pressures on domestic prices become less severe.

FREIGHT TRANSPORT

Hall report criticized

Recommendations of the Hall Commission report on grain handling and transportation have come in for criticism in a discussion paper prepared for the Ontario Economic Council by Alan Abouchar, a professor of economics at the University of Toronto.

The Hall report, prepared by Emmett Hall, a former justice of the Supreme Court of Canada, was released in May 1977 after two years of hearings. Its recommendations include the abandonment of 2,165 miles of railway branch lines and the investment of $445 million to improve others; improving grain handling facilities at Thunder Bay, Ont., and subsidies to municipalities affected by the proposed rail closings.

In a discussion paper entitled "An Economic Analysis of the Hall Commission Report," Abouchar says many of the Hall recommendations are at variance with what are, or should be, the proper goals of public policy. Prices should reflect real social costs, Abouchar contends, except where some explicit income distribution or political objective is evident.

While the report asks for preferential treatment of the Prairie grain economy, "one searches in vain" for a valid justification "based on national economic welfare or national political purpose," Abouchar writes. Price distortions and subsidies only encourage inefficiencies in the Canadian transport sector and should be eliminated, he contends.

Abouchar also recommends that all statutory bases for freight rates, with the possible exception of the Maritime Freight Rates Act, be reviewed and probably eliminated "on the grounds that they represent distortions in the Canadian price system." If some kind of income advantage is considered to be desirable for farmers, he recommends a system of compensation by the Canadian Wheat Board or provincial wheat pools rather than subsidized freight rates.

UNIONS

Prairie bank union certified

The Royal Bank of Canada intends to appeal last June's ruling by the Canada Labour Relations Board allowing union organization on a branch-by-branch basis. *The Financial Post*, a Toronto weekly, on Nov. 19 quoted Peter Tucker, Royal's director of employee relations, as saying the ruling will be appealed "on technical grounds." And on Dec. 17 the Canadian Labour Congress executive council approved plans for its national organizing campaign among bank workers.

The first certification of a bank union in the Prairie provinces was granted Nov. 13 when the United Bank Workers section of the Service, Office and Retail Workers Union of Canada became bargaining agent for employees at Royal's branch in Melfort, Sask.

Opposition to compulsory membership

About 55 per cent of 1,039 adult Canadians surveyed in 1977 by the Canadian Institute of Public Opinion said workers should not be required to join a union even if they work in a unionized factory or business. Another 39 per cent said

ley should, and 7 per cent had no opinion.

he results show increasing opposition to required union membership. In a similar poll in 968, 50 per cent of respondents said a worker should not have to join a union, an opinion held by only 37 per cent of respondents in 1966 poll.

EMPLOYMENT

Spreading the work

In the face of growing unemployment in Belgium, government, employers and unions have agreed on programs to open up jobs by encouraging early retirement, discouraging overtime and raising the school leaving age from 14 to 5.

Agreement came through the National Labour Council, a 22-member advisory body on which representatives of employers and unions have sat since it was founded in 1952.

The national agreement on overtime work, which has the effect of law, requires employers to notify the National Employment Office within three days of any overtime worked. The Office is responsible for vocational guidance, advertising job vacancies and managing vocational training and retraining. It is hoped the notifications will help it assess skill shortages and achieve a better distribution of available work.

Work-sharing programs studied

A new study credits work-sharing programs with lessening the impact of the 1974-75 recession on employment in Western Europe.

The study was developed at the Centre for Social Policy Studies in Washington and headed by Sar Levitan, the Centre's director, and Richard Belous. They report their findings in a new book entitled *Shorter Hours, Shorter Weeks: Spreading the Work to Reduce Unemployment,* published by the Johns Hopkins Press.

They note that although the recession hit Europe and the United States with about the same degree of severity, unemployment was much lower in Western Europe — not reaching 5 per cent in any country. They give much of the credit for this to work sharing over prolonged periods.

Most European countries have designed their unemployment insurance benefits specifically to encourage work sharing, while the U.S. system discourages work sharing by excluding part-time workers from its benefits, they argue. The authors also note that work sharing was applied in only a few special cases in the U.S. even though it is often permissible under major union contracts.

In Canada, in 1977, the United Steelworkers of America rejected a work-sharing proposal to reduce the impact of the impending layoff of 3,400 employees at Sudbury, Ont., and Thompson, Man., by the International Nickel Company. The same union agreed, however, to a somewhat similar program to ease the effects of work reductions at the Brunswick Mining and Smelter Corporation at Bathurst, N.B.

In some unions, older members, who are protected against layoffs by seniority provisions in their collective agreements, are frequently reluctant to agree to work-sharing proposals.

Training for male occupations

The Swedish government has a formal program under way to train women for employment in occupations traditionally filled by male workers, including heavy construction, mining and manufacturing. The government provides subsidies of up to $1.50 an hour for as long as six months to employers who hire women and train them for such jobs. It also provides its own training programs, and has hired 100 officers to counsel women on job training and help them find employment.

Since 1974, the government has required that companies receiving grants and loans for development hire women for at least 40 per cent of the new jobs. Since such loans are limited to the sparsely settled northern areas of Sweden, the policy is expected to increase the number of women employed in forestry and mining.

The training programs were recommended by an advisory council established by the government in 1972 after the 1970 census showed that 75 per cent of women workers were employed in 25 "traditional" women's occupations such as teaching and nursing.

COLLECTIVE BARGAINING

Retiree benefits bargainable

The British Columbia Labour Relations Board has set a Canadian precedent by ruling that a union has the right to bargain on pension benefits for its retired members, and even to take strike action in pursuit of its bargaining objectives.

The Board dismissed a complaint from the Canadian Paperworkers'

Union that the Pulp and Paper Industrial Relations Bureau, which represents several employers, had bargained in bad faith by refusing to discuss improved pensions for retired workers. But the Board's ruling also said that "the issue pursued by the CPU in its negotiations with the Bureau is a legitimate subject for collective bargaining within the legal regime of the Labour Code." It was up to the union members to decide "whether retiree benefits are sufficiently vital to their conditions of employment that they should take strike action in order to change the Bureau's mind."

The union argued that the practice of bargaining for retired employees is widespread in North America. The United Auto Workers, for example, has bargained on behalf of retired members since 1950.

1978 Calendar of Expiring Collective Agreements

Major agreements covering 440 bargaining situations, and involving 892,625 employees in industries other than construction, will expire in 1978, according to the "1978 Calendar of Expiring Collective Agreements" published by Labour Canada. Each bargaining situation covers 500 or more employees.

Based on a total of 966 major non-construction collective agreements covering about 2,024,110 employees, the figures indicate that approximately 45 per cent of the agreements covering approximately 44 per cent of the employees will be subject to negotiations in 1978. The Calendar also contains a list of 19 major agreements that provide for the reopening in 1978 of specified clauses, usually wages. Of these agreements, seven expire later in 1978. The expiring collective agreements are listed alphabetically, by province and month of expiry, and by industry. The lists also contain union affiliation, jurisdiction and the number of employees affected. A supplement to the Calendar, covering expiring agreements in the construction industry, will be available early in 1978.

Copies of the Calendar may be obtained from the Collective Bargaining Division, Labour Data Branch, Labour Canada, Ottawa, K1A 0J2.

QUALITY OF WORKLIFE

Experiment at GM's North Tarrytown plant

The success of a quality-of-working-life program at the General Motors plant in North Tarrytown, N.Y., makes it a "landmark" experiment, according to Jerome Rosow, president of the Work in America Institute. Rosow, speaking at a conference on productivity and working life in New York City, is quoted in an article in the December issue of *World of Work Report,* the Institute's monthly periodical, which describes the Tarrytown project in some detail.

In 1967, the Tarrytown plant was reportedly on the brink of disaster. Deep hostility smouldered between union and management, the absenteeism rate was "staggering" there was constant disciplining of employees and an "enormous" backlog of grievances. "Strikes were the norm, with communications between union and management almost non-existent," says the article by Beatrice Walfish. "Production, efficiency and quality were so low that many people feared General Motors would shut the plant down."

But today, employee morale is reportedly at an all-time high, absenteeism has dropped sharply, there has not been a strike or other work stoppage in seven years, and the plant recently won GM's best quality award as the firm's top unit.

In 1973, Walfish says, the "unprecedented" decision was taken to ask people on the line to help plan new work areas in a model changeover. The idea spread. Soon body shop employees were meeting in weekly "rap sessions" to find solutions for welding problems. Employees of the metal finish department worked with employees of the paint shop to develop improved finishing procedures. The employees who applied simulated wooden side decals to station wagons found a way to perform the process on the assembly line rather than in a "hold" operation, with a resultant increase in productivity.

The program has since expanded to the point that 50 employees a week are participating voluntarily in programs to train them in techniques of participation and group problem solving. About 95 per cent of the hourly employees have volunteered to participate in the training.

World of Work Report cites two major factors in the program's success: The people at Tarrytown — management and union — both perceived that if they did not try to "turn things around" GM might close the plant; both GM and the Auto Workers union supported the 'quality-of-working-life' concept.

ntario

e Canadian Labour Congress licy of tripartism suffered other blow at the Nov. 28-30 nvention of the Ontario deration of Labour, in Toronto. nvention delegates adopted a solution urging affiliated unions oppose the policy at the 1978 C convention next April. The solution said delegates to the 76 convention which approved e policy of three-way consulta- n among government, business d labour did not have an oppor- nity to debate and understand it oroughly.

resolution on Quebec called on e federal government to adopt a w "made-in-Canada constitution ased on equality" that would also ke into account the country's gional, cultural and social diffe- nces. The resolution, adopted by three-quarters majority vote of e 1,300 delegates, also said that rench "must become and remain e language of work and educa- on in Quebec." But it omitted any ference to self-determination by uebec residents on the question f separation.

he debate and vote came the day fter CLC Secretary-Treasurer onald Montgomery, in a plea for a renewed and rejuvenated ederalism" that would keep Quebec in Confederation, said esidents of the province have egitimate grievances and have uffered economic injustice. Montgomery said full employment ould do more to keep Canada nited and that jobs are the real ssue in Quebec, not language.

o combat unemployment, the elegates resolved to organize vigils before government buildings to draw public attention to the problem. And about one half the delegates participated in a Nov. 29 protest march on Queen's Park to demand job-creating programs.

Other resolutions adopted called for an increase in the provincial minimum wage from $2.65 an hour to $4.50; condemned a government bill on occupational health and safety as inadequate, and urged that the International Nickel Company, which recently announced plans to lay off 3,600 workers, be nationalized "under workers' control without compensation."

There was no election of officers at the 1977 convention, with the present executive, including president Cliff Pilkey, at the half-way mark of their two-year terms.

Quebec

The Quebec Federation of Labour convention, held in Montreal Nov. 28 - Dec. 1, 1977, heard strong appeals from two labour leaders for worker support for the New Democratic Party in the next federal general election. Julien Major, an executive vice-president of the Canadian Labour Congress, and QFL President Louis Laberge were critical of both the Liberal government and the Conservative Party in their addresses to the 800 delegates.

"Failing to defeat the Trudeau government would, in my opinion, be a crime against democracy," Major said. "On the other hand, electing PC Leader Joe Clark in his place would be one of the most unfortunate things that could happen at this critical point in our history."

Laberge urged Federation affiliates to begin now to inflict a crushing election defeat on the Liberal government, which had been both "undemocratic and anti-labour" and had shown a "criminal" lack of action in combatting inflation and unemployment.

Laberge also described the federal government as "profoundly anti-Quebec," observing that it has "always denied that Quebec has the right to self-determination" of its political future.

Laberge also expressed skepticism about the Canadian Labour Congress' policy of tripartism: "Meetings of the CLC with the Trudeau administration and businessmen to negotiate the lifting of controls led to belief that the battle had been won, that it was only a matter of weeks or months. We were all expecting imminent results, and the Trudeau government was using these meetings cleverly to make workers and the population in general think that a happy ending was near. CLC management walked blindly and undoubtedly naively into a game controlled by the government from beginning to end, and is now waking up with a terrible hangover."

The New Democratic Party also came in for its share of criticism, and the convention adopted a resolution condemning the party for refusing to recognize Quebec's right to leave Confederation if it wishes, and for "straying from the socialist principles on which it was founded."

An economic policy paper said the Parti-Quebecois government should stop blaming the federal government for the province's ailing economy, and take steps of its own to improve it. The paper proposed massive job-creation programs, direct state intervention "in all sectors where private investment is insufficient," and substantial cuts in provincial income taxes for low- and middle-income earners to stimulate the economy.

The paper also called for a law that would require companies to justify layoffs and shutdowns before a tripartite committee of business, labour and government representatives. The committee, it went on to argue, would have access to all company and union records, and would be empowered to fine companies that ignored its decisions, and even to "expropriate" their assets.

The convention also adopted a motion calling for the resignation of Lands and Forests Minister Yves Berube for allowing Consolidated Bathurst Ltd. to shut down its Wayagamack newsprint mill at Cap-de-la-Madeleine last October, at a cost of 375 jobs.

The delegates also adopted resolutions calling for the establishment of kindergartens for five-year-olds, the creation of a network of day-care centres, increases in family allowances, and 20 weeks of maternity leave paid for by the government.

Other resolutions adopted called upon the provincial government to force Hydro-Quebec to roll back an 18-per-cent increase in hydro rates scheduled to start Jan. 1; urged creation of a miners' fund — to be paid for by the mining companies — which would subsidize relocation or retraining of mine workers who lost their jobs through layoffs or shutdowns; and demanded that the provincial government scrap its auto insurance plan, which would cover bodily injuries only, and replace it with a state-run, no-fault program providing complete coverage.

Louis Laberge was re-elected president for an eighth consecutive term, by acclamation. Also re-elected by acclamation were secretary-general Fernand Daoust and the Federation's five vice-presidents.

Saskatchewan

Delegates to the Saskatchewan Federation of Labour convention, held in Saskatoon Oct. 14-17, overwhelmingly adopted a policy statement rejecting the Canadian Labour Congress' policy of tripartism — joint participation of labour with business and government in framing economic and social policy. Tripartism had been adopted by the CLC's 1976 convention, but the policy is expected to come up for close re-examination at the 1978 convention in April.

CLC secretary-treasurer Donald Montgomery did not mention tripartism in his address to the 275 convention delegates, which consisted in large part of an attack on the federal government for not solving the country's current high unemployment. He called on the government to adopt a program put forward by the federal New Democratic Party leader, Ed Broadbent. This would include $1 billion in income tax reductions for low- and middle-income workers, a $500 million housing and urban transit program and a $400 million government capital works program.

In the traditional presidential address opening the convention, John MacLeod, who was later re-elected to the presidency, criticized Saskatchewan's NDP government for imposing wage controls on public-sector employees, and said the Federation should carefully consider what its political role should be.

Labour Minister Gordon Snyder, who later addressed the convention, said MacLeod's anger was justified but misdirected. "We set up a public-sector controls program because we feared that distortions and inequities would be glaringly apparent if the federal government's program were the only one in place," he said. The provincial government acted in good faith, he maintained, but to a large extent was "sold a bill of goods by the Prime Minister of Canada."

On its closing day the convention adopted a resolution calling on the federal government to scrap the Anti-Inflation Board immediately, and to reinstate all wages lost through rollbacks of negotiated settlements.

In other resolutions, the convention called for an increase in workmen's compensation benefits from the present 75 per cent of earnings to 100 per cent; universal parent-controlled 24-hour day-care funded by public grants; restrictions on the number of part-time workers any business can hire; provincial and federal "right to information laws," a reduction in interest rates; higher personal income tax deductions; changes in the income tax regulations to make mortgage interest payments deductible; and an inquiry into the provincial Public Service Commission, accused by some delegates of using anti-union tactics. lg

Managing stress and job tension

John H. Howard

ress is becoming a significant eat to work performance and such it is of considerable portance to both managers and e organizations in which they rk. An individual's first job is arly to become effective; his cond is to maintain that effec- eness, and it is in this connec- n that stress is increasingly ing seen as a significant risk.

ress, of course, is not a new enomenon. However, there are ree broad reasons for renewed ncern at this time. First, there is e issue of change and adapta- n. Over the past few years, ganizations have been respond- g continuously to a changing vironment. They have been ljusting, adapting, attempting to nd new structures and new poli- es to meet changing constraints nd opportunities in the environ- ent. Moreover, the need to adapt eans stress, and when organiza- ns are under stress, so are their mployees.

he second reason for concern erives from the fact that, over the ast 50 years, the nature of sease and disorder has changed. hronic diseases are now the prin- ple contributors to both morbi- ty and mortality. Indeed, each ay some new evidence is roduced that reveals the relation- hip of stress to chronic disease.

he third contributor to the enewed concern over stress is the act that many jobs have become ore complex, and therefore more fficult — the result of the impact f a variety of significant global hanges in modern corporate

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society. Harland Cleveland, for example, has described three such changes:

- the coming of the 'horizontal society'
- the blurring of what is public and what is private, and
- the need for systems thinking, systems action.

These and other changes inevitably mean even more uncertainty and ambiguity in the future. They also mean a process of continuing adaptation and adjustment, and, as a result, increased stress.

For employees and organizations, the issue of stress has many dimensions. The most obvious is simply health and longevity. The personal tragedy in premature death is obvious, however, the corporate loss is also significant. How many cases have there been, for example, where individuals, having just risen to the point of assuming key positions, have died of coronary heart disease? On the very brink of making their most significant contribution? It is clearly important, therefore, that such a valuable resource be nurtured and treated with some vigilance. Indeed, this is an issue every manager and every corporation should consider. Do your employees have annual medicals? Do they know all they should about alcoholism, nutrition, exercise and stress? In short, do they know how to survive in the corporate world of the Twentieth Century?

The need to adapt means stress, and when organizations are under stress so are their employees

Most people understand stress intuitively. It usually manifests itself as emotional discomfort accompanied by feelings of not being able to cope — a feeling that things are falling apart, that one is not in control, or just a general unease that all is not well, without any particular cause being apparent. At the physical level, it includes such symptoms as loss of appetite, sleeplessness, sweating, ulcers, as well as a general susceptibility to a variety of other illnesses.

In general, stress is the result of the body preparing itself for activity without the activity following. The consequence is that the body's systems are thrown out of balance, with excess acid secreted in the stomach, adrenalin in the blood, higher heart rates, and other inappropriate reactions. Chronic physiological preparation for action, without the action, leads to disease and disorder. Stress is fundamentally a psychophysiological phenomenon. It has to do with our feelings and emotions and how our body reacts to these.

Intense feelings and emotions are often the result of experiences we

encounter in organizations. In addition, some types of experiences are more stressful than others and the same experience can be more or less stressful depending on the individual. The stress potential of a situation has to be defined as a function of both the elements of the situation and of the individual. Individuals, however, tend to be more or less good at coping with stress and job tension. In addition, some techniques for coping tend to be more effective than others.

The personal tragedy in premature death is obvious, however, the corporate loss is also significant

In studies we have undertaken on job tensions, individuals were asked to indicate the various methods by which they coped with potentially stressful job situations. Their answers were grouped into the 10 categories listed below.

1. Build resistance by regular sleep, exercise and good health habits.
2. Compartmentalize work and non-work life.
3. Engage in physical exercise.
4. Talk through with peers on the job.
5. Withdraw physically from the situation.
6. Change to a different work activity.
7. Change strategy of attack on work.
8. Work harder.
9. Talk through with spouse.
10. Change to a non-work activity.

In follow-up studies, the effectiveness of each technique was determined by relating the usage of the technique to the incidence of stress symptoms. In terms of the average number of stress symptoms reported, the five best techniques for coping with job tensions were as follows:

1. Build resistance by regular sleep, exercise, and good health habits.
2. Compartmentalize work and non-work life.
3. Engage in physical exercise.
4. Talk through with peers on the job.
5. Withdraw physically from the situation.

The most effective mechanism, building physical resistance, is highly significant in designing an action plan for coping with stress. It reflects an awareness of the demands of the job, a sensitivity to one's own limited physical resources, and a readiness to deal with tension as it arises. An individual who has a preventative concern about his health will have available energy which can be used to help him deal with problems rationally and effectively. The individual who is healthy and alert has a much greater success potential as a "manager of stress," and thus also a greater readiness to deal with stress, than does the individual who neglects his health.

Indeed, the value of good health habits was recently demonstrated by Dr. Lester Breslow in a 5½-year study with 7,000 people. The seven habits studied were: 8 hours of sleep a day, breakfast every morning, no snacks, maintaining weight within limits, no

An individual who has a preventative concern about his health will have available energy which can be used to help him deal with problems rationally and effectively

smoking, moderate alcohol consumption, and moderate exercise. Dr. Breslow found that at age 45, those following six or seven of these habits, had an additional life expectancy of 33.1 years while those at age 45, following three or less of the habits, had an additional life expectancy of only 21.6 years. Dr. Breslow also found the effect to be cumulative — the more health habits you follow, the better your health.

Coping effectively with *change* as a stress-producing force often requires a reassessment of both attitudes and lifestyle. Research by the author has shown that some individuals are more "change-prone," and that this same group is often less efficient in dealing with the stress resulting from change. To become an effective "manager of stress," the individual must maintain change events within tolerable limits. This is not to say that one should suppress change — indeed change constitutes the basic dynamic of life itself — but rather, one *should* consciously plan those events that are controllable, so as to maintain a firm grasp on the events and activities of day-to-day living. At the same time, the individual who is aware of the fact that the unexpected does occur, prepares himself by retaining a "reserve" of energy to cope with unanticipated events.

One *can* make a conscious decision to either experience life as a series of inevitable, uncontrollable events, or to actively control and anticipate occurrences

he present and in the future. e two extremes in an attitude y be termed "*active participa-*" and "*passive reaction*".

e "active participator" can be scribed as one who simplifies lifestyle by consciously selec- g and timing the occurrences of ecific milestones in his life. He aware of, and considers, his sonal energy level (psycholo- al and physical capacity), and es not judge personal success the number of activities and w events he can handle without t "breaking down" or "burning ." He leaves a reservoir of tapped time and energy for se unexpected events that erwise may cause disruption d distress. He is a "manager of ange."

ne can make a conscious cision to either experience e as a series of inevitable, ncontrollable events, or to tively control and anticipate currences in the present and the future

the other hand, the "passive actor" tends to leave his life to e. He tends to pride himself on e number of activities and new dertakings he can cram into an eady busy schedule. He does t anticipate the fact that, sooner later, the one unexpected event ll occur that is too large to fit o his chaotic and over-burdened estyle. "Change," therefore, curs not only more frequently om a self-inflicted source), but, it is often unanticipated, also nds to hit harder.

om evidence collected in evious research by the author a ntinuum has been constructed, presenting at its extremes, the ast and most effective attitudes ward life and change, and the subsequent mechanisms used to cope or adapt. The ends of the continuum may be imagined as two hypothetical individuals composed of their polar extremes in attitudes, actions and coping dispositions. This may be demonstrated as follows:

If an individual's goal is to cope successfully with his constantly changing environment and to adapt within the dynamics of an evolving lifestyle, he should attempt to consciously move toward the right-hand extreme of this continuum.

Styles of Coping with Change

Least Effective (The passive reactor)	**Most Effective** (The active participator)
1. Reacts passively to life's events.	1. Participates actively in his life.
2. Leaves his life to "fate". Tends to "cram" rather than "plan" his activities.	2. Maintains life change events within tolerable limits by making a conscious selection of controllable activities.
3. Little foresight or anticipation of events.	3. Anticipates and prepares for likely events in the foreseeable future. Has good foresight.
4. Allows events to accumulate until unable to cope when the unexpected arises.	4. Builds and maintains a reservoir of untapped time and energy to deal with unexpected events.
5. Perceives the environment, and most change events as generally threatening.	5. Views the environment objectively. Sorts events into categories of importance, urgency and degree of actual threat.
6. Faced with potentially stressful change, tends to react compulsively, most often in a stereotyped manner.	6. Faced with potentially stressful change, takes "time out" to evaluate alternative strategies, perhaps even adopting a novel solution to a novel problem.
7. May unconsciously choose a coping mechanism that actually increases resultant stress reaction through adverse consequences.	7. After careful evaluation, tries to adopt the mechanism of coping most apt to reduce potential stress and aid in successful adaptation.
8. Continues to tax his psycho-physiological capacity to the limit. Stress symptoms accumulate.	8. Stress is effectively eliminated or reduced. Continues to operate well within his adaptive range, and avoids over-taxing his psycho-physiological capacity.

What can the concerned individual do, *today*, to begin his training in the management of stress? In summary, the following steps may be considered:

1. Consciously assess your own pace of life at present. Take inventory of all recent changes, include current or upcoming change events. Analyze job situations and identify those which you find particularly stressful. Ask yourself if you feel generally tense, overloaded, unsure about your job status, or confused by your state of affairs.

Stress is not all bad...the basic issue is not its elimination but its containment and allocation — the management of stress

2. Try to become aware of your own psycho-physiological threshold. Practise sensitivity in detecting stress symptoms (i.e., heart palpitations, headaches, rapid pulse, insomnia, etc.). Learn to identify a state of stress within yourself so you can begin to deal with it directly.

3. Simplify your life! Attempt to foresee the occurrence of specific stress-producing job events, and try to schedule these so they do not occur simultaneously. In the same way, budget change events in such a way that they remain within *your* perception of controllable limits. Don't suppress all change and tension — merely "manage" it. Leave job tensions *at* the office — compartmentalize work and home life. Become an "active participator" in controlling your life rather than a "passive reactor" to fate.

4. Leave room within your coping range for those unanticipated

Coping effectively with change as a stress producing force often requires a reassessment of both attitudes and lifestyle

stress situations. Don't load your time and budget your energy completely to its quota. Maintain a state of readiness by staying healthy and alert. Be prepared! Develop a preventative concern about your health.

5. When an unexpected stress situation or major change event arises, *stop* and think about it. Is it really as serious as it appears to be on the surface? Is it worth the expenditure of valuable energy resources in worrying and tension? Or, with the application of a little imagination and flexibility, can you adapt quite easily and readily?

6. Evaluate the various alternative mechanisms at hand for coping with tension. Are the "old ways" still working effectively? Or, is it time to take a break, get away from it all, and evaluate new courses of action objectively? Begin to design and apply a broad repertoire of alternate responses. Be flexible and imaginative, and shy away from stereotypic reactions. Follow through by analyzing the implications and range of consequences in your responses.

7. Above all, be in conscious control of your life. Participate actively, imaginatively and with flexibility.

8. Remember also that stress is not all bad — that some stress is both necessary and desirable. The basic issue is not its elimination but its containment and allocation — the management of stress. lg

Toronto Star Syndicate

"You've got to slow down and take it easy, have you thought of getting a government job?"

ripartite consultation at the national level

y Ed Finn

abour historians, looking back at 977, may identify it as a pivotal ear in the development of the anadian economy generally, and the labour relations system in articular. Its significance, how-ver, lies not in what happened — t in what didn't happen.

was the year that prominent bour, business and political aders attempted to initiate some rm of tripartism in Canada — d failed.

he repercussions of that failure ill be felt for a long time. It etermined that, when the federal overnment's anti-inflation ontrols are lifted in mid-April, the ystem of income distribution that revailed before the controls were nposed in October 1975 will be sumed. That system, of course, oted in the "free enterprise" edo, is a variation of the law of he jungle, in which the most owerful denizens grab the largest hares, leaving the small and the eak to fight over the crumbs.

was this unfair and increasingly isruptive method of sharing the conomic pie that, having gotten ompletely out of hand, prompted he federal Liberals to clamp on ontrols, despite their traditional version to such tampering with arket forces.

here was a good deal of soul-earching during the first year or o of controls. Prime Minister ierre Trudeau provoked a storm f controversy in December 1975 hen he mused aloud during a elevision interview that perhaps he unfettered market system had utlived its usefulness — that

Ed Finn, information director for the Canadian Brotherhood of Railway, Transport and General Workers, writes a regular column on labour for The Toronto Star.

perhaps it should be replaced by a planned economy in which the component groups would co-operate rather than fight one another.

He was accused of seeking to convert Canada into a corporatist state, which by inference was equated with a loss of fundamental rights. "Corporatism" is a term that has continued to be used ever since in the media in a wholly pejorative sense. It is equated with the fascist versions of corporatism under which Hitler's Germany and Mussolini's Italy completely overpowered and neutralized labour, business, and other socio-economic groups.

But state corporatism — or statism — was obviously not what the Prime Minister had in mind. He was referring to what Prof. Phillipe Schmitter, a leading expert on corporatism, calls "societal corporatism," in which the various interest groups join with the government to work out mutually beneficial economic policies.

Editorial writers and other critics of this concept have also attacked it as being an élitist system that would exclude all but the leaders of business, labour and government from the decision-making or consultative process. They have confused corporatism with what has been termed "consociationalism," a jaw-breaker that does indeed describe a strategy of élite co-operation to assure stability in culturally fragmented societies. But the functional representation of socio-economic groups in national economic policy-making can (and should) be conducted democratically, if each group sets up the necessary internal mechanism.

State corporatism — or statism — was obviously not what the Prime Minister had in mind

These semantic distinctions have to be made before we can discuss intelligently the fate of tripartism in Canada in 1977. The word "tripartism" was adopted by its Canadian proponents primarily because of the unpleasant connotations evoked by "corporatism" — but essentially it carries the same meaning as the "societal corporatism" phrase coined by Prof. Schmitter.

Corporatism actually has its roots in 19th century Christian social thought, and has been supported by a broad range of thinkers, including Catholics, guild socialists, modern social democrats, fascists, conservatives, and even by pro-capitalist reformers. It is an eminently respectable term in Europe, where most countries have developed some form of tripartite economic consultation and co-operation.

Many writers on this subject, including Prof. Schmitter, believe that corporatism is an inevitable product of advanced capitalist states. "The decay of pluralism and its gradual displacement by

societal corporatism," he writes, "can be traced to the imperative necessity for a stable, bourgeois-dominent regime...to associate or incorporate subordinate classes and status groups more closely within the political process."

Prof. Roger Blanpain, in a recent paper examining tripartite consultative methods in several European countries, stressed the growing interdependence of the political, business and labour communities. Their interlocking interests, he noted, are such "that they cannot but be affected by one another's actions and their consequences — making it absolutely necessary for the parties involved to meet, to consult, and to develop common strategies and goals."

Five months after Trudeau's corporatist musings, which the Canadian Labour Congress at first denounced, the CLC adopted a manifesto at its 1976 convention that proposed its own version of tripartism. It differed in its details, and went further into economic planning than the prime minister had envisaged, but philosophically it put the congress on record as favouring government-business-labour co-operation.

A few months after that, and largely in response to government and labour initiatives, business executives from 92 of the largest corporations in Canada formed the Business Council on National Issues (BCNI). They never committed themselves publicly to tripartism, but they were clearly willing to discuss the feasibility of setting-up a consultative mechanism with labour and government. In fact, long after the CLC broke off "diplomatic relations" with the government last August after failing to agree on terms for lifting wage controls, top CLC and BCNI officials continued to meet in an effort to keep the fading prospects for tripartism alive.

But it was too late. Most of the CLC's affiliated unions, as well as its provincial federations, reversed their stand on tripartism and now rejected it. The business community also split, with the Canadian Federation of Independent Business (CFIB), representing small business firms, also spurning any form of top-level accommodation from which it felt its members would be excluded.

...tripartism in Canada was still-born...for the years immediately ahead, we are going back into the economic rat race

As for the federal government, it turned in exasperation to working out a closer economic relationship with the provinces, developing policies that had little or no labour or business input.

So tripartism in Canada was still-born. It may be reincarnated some time in the future, if the theory of its inevitability is valid, but for the years immediately ahead we are going back into the economic rat race.

It may be instructive, however, to look at the reasons why the major groups in this country have decided to retain a system of conflict and confrontation, treating one another as adversaries, and eschewing a more rational and mature approach based on co-operation and consensus-seeking.

The barriers are both attitudinal and institutional, and they are formidable.

In terms of attitude, few Canadians are mentally ready for the radical changes that tripartism would entail. Union members have been conditioned to regard the bosses — and most politicians — as their enemies, and to look on any form of co-operation with them as a betrayal of their interests. To alter that outlook of distrust would require an intensive re-educational program, which the CLC did not undertake before unveiling its manifesto. Delegates at the 1976 convention approved it without really grasping its implications. When they did, they reacted with outrage and put pressure on their unions to repudiate the manifesto.

The timing of the tripartite initiative was also bad for labour, coming as it did while the unions were battling against Ottawa's wage controls, and at a time when the Trudeau government's failure to prevent high unemployment aroused much resentment among working people. It was not a favourable climate to promote tripartism, or even "bipartism" — a more chummy relationship with the boss (more commonly known as industrial democracy). When Henri Lorrain, president of the Canadian Paperworkers' Union, proposed joint consultation and teamwork with the major paper mills at the union's last convention, he was told emphatically by his members that they would have no part of it.

Unionists with close ties to the New Democratic Party also feared that tripartism, involving an accommodation between labour and the ruling Liberals, would undermine traditional union support for the NDP.

The most vocal critics of tripartism within union ranks are the Marxists who, while not numerous, are among the most active and influential opinion-moulders at both the local and national level within the labour movement. Because of their commitment to class conflict, they deny that there is a community of

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em. In any event, the discus-
ons didn't proceed far enough to test the extent to which Canadian businessmen might have been prepared to depart from their long-held commitment to the market system.

It is the structural fragmentation of Canadian institutions, however, that militates most effectively against the development of tripartite economic planning

Many politicians — of all parties — also had reservations about tripartism, fearing that it would somehow bypass Parliament and invest policy-making in a small group of union and business leaders. These fears, of course, have proved groundless in Europe, and there is no reason to believe the Canadian experience would be any different. Indeed, the CLC was careful to point out that any consultative agencies established to implement a tripartite program would be answerable to one or more cabinet ministers, who in turn would have to justify tripartite proposals and actions to Parliament.

These assurances, however, failed to temper opposition to tripartism by many MPs, who remained suspicious of any move to transfer economic decision-making to labour, business and political leaders. They seemed oblivious to the fact that what we have now is an even smaller group of corporate directors and managers determining the direction and strength of the economy, with no involvement by labour representatives and very little by the politicians.

It is the structural fragmentation of Canadian institutions, however, that militates most effectively against the development of tripartite economic planning. Perhaps if the negative attitudes were changed, there would be a willingness to undertake the required centralization of our political, business and labour organizations; but even if the will were there, it would still be difficult to find a way.

One of the prerequisites to a workable tripartite system is that the participants must be able to commit their members to policies and objectives agreed upon "at the summit." In those European countries that have some form of tripartism, such as Norway, Austria, Sweden, and the Netherlands, both business and labour have highly centralized structures. In Sweden, for example, no employer can sign a collective agreement that is contrary to the policies of the Swedish Employers' Association; while the LO (the Swedish Confederation of Trade Unions) insists that affiliated unions obtain prior LO approval before calling a strike.

"You will sell short on margin thereby earning a handsome, capital gains-free profit"

It is significant, too, that except for West Germany, none of the major European nations where tripartism is practised has a federal system of government, like Canada's. Thus the national government enjoys full policy-making powers, without having to worry about the jurisdictional prerogatives of lower levels of government. Canada's federal government, on the other hand, must share or defer jurisdiction to the provinces in several key areas, such as natural resources, industrial relations, education, transportation, urban affairs, and health and welfare.

Prof. Donald V. Smiley has pointed out that a federalist system inhibits a coherent public policy, because the various provincial governments adopt different and often conflicting approaches to economic issues, without having any means for resolving such conflicts. He also claims that the provinces erect barriers to the free movement of goods, capital and labour — not by imposing provincial tariffs, which are forbidden by the Constitution, but by subsidizing certain industries and encouraging certain industrial developments, and by licensing various occupational groups.

The vast differences in geography, culture, historical traditions and economic activity between the provinces and regions of Canada add to the difficulty. The emphasis has been on accommodating these regional diversities, rather than trying to forge a strong sense of national identity. The emergence in Quebec of a government dedicated to achieving independence has accelerated the process of federal decentralization.

The diffusion of responsibility for industrial relations is particularly unfortunate, precluding the formation of a coherent national policy on collective bargaining and the whole field of labour-management affairs. Even the 14-point program for improving labour relations introduced by the federal labour minister, John Munro, has been attacked by some of his provincial counterparts. In a speech at Thunder Bay, the deputy minister of labour for Ontario, T.E. Armstrong, charged that Munro's proposals "are being put forward without apparent regard to the division of legislative power under the British North America Act."

The vast differences in geography, culture, historical traditions and economic activity between the provinces and regions of Canada adds to the difficulty

This is just one example of the kind of peripheral considerations in which so many vital policies get bogged down under our federal system. The politicians are obsessed, not with designing the best policy, but with the question of which government will implement and pay for it.

Turning to the Canadian labour movement, it is readily apparent that its structural disjunction is, if anything, even more severe than that of government. The European experience shows that, for a labour movement to be capable of participating in a tripartite system, it requires three structural prerequisites.

The first is *industrial unionism*, which cuts across craft lines and includes all categories of workers in an industry, from the very skilled to the unskilled. This structure enables the formulation of a single policy that stresses the community of interest among the entire work force, and constitutes a more rational basis for economic policy-making than the more fragmented craft units.

The Austrian Federation of Labour, for instance, is organized solely on an industrial union basis, and consists of only 16 industrial union affiliates. The same structure prevails in Sweden, West Germany, and other European countries where tripartism is practised.

The second structural prerequisite is *integrated unionism*, which refers to the degree of federation authority over affiliates, which has been mentioned previously, and also to the elimination of rival or dual unionism. Obviously, the fear of one union or labour centre that, if it should embrace tripartism, it would be subject to reprisals from competing organizations can be a serious inhibiting factor.

The third structural requirement is *centralized collective bargaining*, in which unions and employers are able to negotiate all-inclusive agreements that have an industry-wide — or even economy-wide — application. It goes further to involve the labour centres in collective bargaining, either to establish the broad parameters within which member unions may negotiate, or to co-ordinate (and, if necessary, restrict) the scope of affiliates' contract demands — or both.

As it is now structured, the Canadian labour movement meets none of these three preconditions. Craft unionism still flourishes here, primarily in the construction industry, but also on the railways, in the printing trades, in air transportation, and in several other industries. Although we have several industries organized on industrial lines, with all employees belonging to the same union, the norm is for them to be divided among several unions, all conducting separate negotiations with the employer. Of the 20 largest unions in Canada, seven are craft-based.

addition to hampering consen- us formation by the CLC and ther labour centres, the multi- licity of bargaining units that raft and dual unionism inevitably pawn decreases job flexibility by aking it difficult, if not impos- ible, to transfer workers from one roup to another.

raft unionists also tend to be hordinately proud of their special kills, highly individualistic, and ery reluctant to submit to the ind of "general levelling" that ndustrial unionism — and beyond hat, tripartism — would bring bout.

Ve are also a long way from chieving integrated unionism. LC leaders are acutely aware of is deficiency, and an important art of the 1976 manifesto was a all for a sweeping reform of its tructure and organization to ansfer much more power from e affiliates to the Congress.

he manifesto declared that "in e future, the CLC must have the ower which can only come from e collective strength of its ffiliates." Joe Morris contended hat "it is impossible for each ffiliate to continue in the belief hat it can go it alone, no matter ow large or how powerful it is. he future challenge can only be het by greater centralization in erms of policy and power."

he fact is that the CLC was urposely designed to be just a oose federation of unions, with its ain functions to be confined to o-ordination and political obbying. With the repudiation of he manifesto, it appears that any rospect of converting the ongress into a true power centre as also vanished, at least for the oreseeable future.

nother barrier to integrated nionism is the existence of a arge rival union centre in Quebec — the Confederation of National

"Why can't they get their stationery from hotels like we do?"

Trade Unions, which itself has spun off another centre, the Centrale des Syndicats Démocratiques, composed of former CNTU members dissatisfied with its militant posture. This would not automatically be a deterrent to joint action, if the CLC and the Quebec organizations could agree on common policies, but the differences between them, ranging from their approach to political action to their concept of militancy, are so deep as to be (at least for the time being) unbridgeable.

The diffusion of responsibility for industrial relations is particularly unfortunate...and...the structural disjunction (of the Canadian labour movement) is, if anything, even more severe than that of government

The third precondition to tripartite participation, centralized collective bargaining, is also a rarity in Canada. Not only do we have a system that denies the CLC any say whatever in its affiliates' contract negotiations, but a system that is characterized — with few exceptions — by plant-level bargaining. Of all the collective agreements in Canada, nearly 80 per cent are negotiated between individual union locals and individual employers.

Apart from the railway industry, where 17 unions bargain jointly, true centralized bargaining has failed to materialize in Canada. The CLC's Commission on Constitution and Structure at the 1976 convention noted that "there are now, more than ever, considerable pressures for reform of our fragmented bargaining system." But those pressures have so far been successfully resisted.

Some of the union critics of tripartism have argued against it on the grounds that in any such arrangement labour would be an impotent junior partner. That might well be the case if the labour movement entered any such system with its present fragmented structure intact. It is clear that, to gain full partnership status with government and business, the CLC would have to undergo drastic internal reforms aimed at centralizing

bargaining and decision-making authority.

The business community also has serious structural problems. It now has four major organizations that purport to speak for the business sector — the Chamber of Commerce, the Canadian Manufacturers' Association, the Canadian Federation of Independent Business, and the recently formed Business Council on National Issues — but no single central body with extensive powers over its affiliates. As noted earlier, this is completely at variance with the centralized nature of business firms in most parts of Europe.

Apart from a tendency of Canadian employers to be more individualistic, there are two other deterrents to a more centralized approach. One is a widespread fear of excessive corporate power and concentration, which many might feel that tripartism would intensify. The other is the divergence of interests between large and small firms, which has surfaced with the conflict of views on many issues between the bigger corporations and the CFIB, which represents small businessmen.

The first objection can be answered by pointing out that tripartism, by subjecting what are now unilateral managerial decisions to scrutiny (and approval) by labour and government representatives, would have the effect of reducing rather than enhancing corporate power. The second obstacle, having to do with differences between the large and small companies, will have to be resolved internally, just as the CLC has to do.

Gordon DiGiacomo, a former Labour Canada technician, having recently completed a thorough study of the abortive effort to implant tripartism in Canada, points to another obstacle peculiar to this country — "the low sense of legitimacy with which trade unions are regarded here." Unlike the situation in Europe, where unions are accepted as a full partner in the economy, unions in Canada are still regarded with distrust and denied any meaningful voice or role in national decision-making. They are still fighting the battle for recognition and respect that the European unions won many decades ago.

Some of the union critics of tripartism have argued against it on the grounds that in any such arrangement, labour would be an impotent junior partner

Having looked at all these difficulties, it is not easy to be optimistic about the prospects for tripartism in Canada. It may come eventually, if only because of the failure of the present economic system to adapt to a rapidly changing world. That seems to be the view of economist Robert Heilbroner, who says flatly that "things cannot go on as they are." Pointing to the destructive effects of modern technology, the continued waste and despoiling of resources and the environment, the growing resistance of Third World countries to being exploited by the western industrial nations, and the collapse of traditional economic theories, Heilbroner says there is no alternative to more extensive economic planning.

DiGiacomo manages to end his thesis on an optimistic note. He cites several advantages to the tripartite proposal made by the CLC. It is ideal, he says, for dealing with an economy plagued by resource scarcity, inflation, unemployment, and industrial discord. It would also, he claims, facilitate efforts to regain control over industries and resources that are now foreign-owned. And in his view it would restore the leadership function to the federal level, where it must reside "if the country is to remain more than a collection of territorial units."

Whether these advantages of tripartism will be perceived by a sufficient number of Canadians to produce the vast attitudinal and institutional changes that must precede its adoption is the paramount question that remains unanswered. Perhaps the single most crucial insight that has to be reached is the realization that the conflict that now actuates our economic system is not an end in itself — that its ultimate goal is to arrive at some method of distributing the national income. If agreement on a system of distribution can be achieved without conflict, then surely that more rational and peaceful (and presumably more equitable) system should not be prevented by those who have a vested interest in perpetuating conflict.

This thought has recently been expressed most eloquently by Prof. Blanpain, whose quote seems an appropriate one with which to end this dissertation:

"In our democratic and pluralistic societies, in which groups and individuals are allowed freedom to promote their own interests, conflict is an essential element in the decision-making process. *But the conflict is not a goal in itself; the goal is consensus.* Such a consensus is not free, it doesn't fall out of the blue sky. It is the result of continuous efforts....It is the overall result of a nation's desire to survive, and requires the total dedication of those involved, including continuous information, education and participation. Consensus is a *sine qua non* for the very survival of our democratic societies. No matter how difficult, one must try!" lg

Occupational health and safety – the right to know

by Joan C. Brown

In the last few years several commissions of Inquiry into occupational health and safety in Canada have found it necessary to make a declaration of the principle that the worker has a right to know the dangers to health in his or her place of work.

Thus, the Alberta Industrial Health and Safety Commission (the Gale Report) stated in 1975 that "The Commission believes that the worker has the right and the duty to be aware of all matters related to safety and health in the workplace." In the following year the Ontario Royal Commission on the Health and Safety of Workers in Mines (the Ham Report) declared that "workers have a right in natural justice to know about the risks and consequences of the risks they undertake at work." The Commission of Inquiry on Health and Safety in Elevators (the Finn Report) said of health and safety information that it held "strongly the view that workers should have full and timely disclosure on all matters affecting their interest." Similarly, the Comité d'étude sur la salubrité dans l'industrie de l'amiante, (the Beaudry Report) said that workers must be given the necessary tools to safeguard their health, and made a series of recommendations on the informational tools needed by the worker, beginning with "chaque travailleur devrait être informé de la nature de l'agent agresseur utilisé et de ses effets nocifs."

Public reaction to these statements is perhaps typified by a *Globe and Mail* editorial (August 25, 1976), which said it was "shocking to learn that for years this right has been overlooked or denied." Statements of principle and public shock may have some influence, but they do not necessarily produce substantial change. It is important, therefore, to examine the background and the implications of the principle of the right to know.

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Stated at its simplest, the worker has a right to know at least as much as anyone else knows. Within a system which emphasizes employer responsibility for worker health and safety, one might expect that the first line of information would be from employers to workers or their unions.

However, the Beaudry report found that in the asbestos industry, where the potential danger to health has been known for many years, some employers played down the health risks involved or even denied any risks existed. Moreover, in evidence to the Ham inquiry, the United Steelworkers of America reported:

Workers have a right to know about the risks they undertake at work

In 1961 workers at the Milliken Mine in Elliot Lake proposed a 10-part safety clause. Point No. 8, for example, stated, "The results of radiation and dust control tests shall be reported to the union in writing at the end of every month." But it was not part of the final agreement. It was only in 1975 that Elliot Lake companies began giving monthly information on dust levels. Similar data on radiation is still *not available to the union, despite all the evidence of what corporate indifference on occupational health has meant to uranium workers' lives.*

Professor Ham, commenting on this evidence, said it "reflected a general lack of communication from management to workers on matters that are of legitimate concern to workers."

Reporting in 1974 on a series of investigations into accidents in which workers were killed or seriously injured, Quebec's Ministère du Travail et de la Main-d'oeuvre said that of the 262 victims only 33 per cent had been informed of the risks of the job. Moreover, this is not an isolated example. The labour department also found it necessary to instruct the manufacturers of plastics to inform their workers of the risks in the factory and inherent to the industry as a whole.

In British Columbia in 1970, the Department of Labour reported that manufacturers of toxic chemicals were not labelling their products to indicate possible

hazards. "In fact some manufacturers have hesitated to reveal to us, when requested, the chemical name and formula, when we know only the common name, or more often just the trade name." In 1975, the Ontario Federation of Labour was still protesting this practice. For example, in a Statement on Safety and Health it declared that workers in the rubber industry were only aware of the trade names of the chemicals they were handling, and unless they wrote to the manufacturer, the chemical properties (and their possible hazards to health) remained unknown.

The same pattern of non-communication can be found in the employer-sponsored industrial safety associations, which in many respects may be seen as examples of corporate responsibility for health and safety. The safety associations collect a good deal of information related to health and safety, undertake special studies and carry out accident investigations. Information of a general nature is often published, but information on individual firms will usually be reserved to management. The Mines Accident Prevention Association of Ontario has for many years undertaken semi-annual dust surveys for its member companies. Until the Ontario government required otherwise in 1974, reports on these surveys were seen as "a form of communication between the association and the member company" (Evidence by MAPAO to the Ham Inquiry) and therefore not for publication.

The Electrical Utilities Safety Association of Ontario describes in its handbook its accident investigation activities:

When the investigation is complete, a confidential report is sent to the management of the firm where the accident occurred, outlining what went wrong and making necessary recommendations, so that similar occurrences may be prevented.

An impersonalized version of the report, as well as photographs taken during the investigation, is compiled and used at safety crew meetings and in our monthly safety literature.

"I THINK JOHNSON'S PRETTY WELL HAD IT AS SAFETY DIRECTOR"

...the right to know to be effectively realized requires that there exist systematic programs of monitoring, data collection and research

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The situation has, in fact, been compounded by the tacit co-operation of government agencies in withholding information from the workers and the unions. The Ham inquiry, in considering the problem of lung cancer among uranium miners, noted that the matter had been under investigation for a lengthy period, and that, among other organizations, three government authorities were actively involved, namely the Ministries of Natural Resources and Health and the Workmen's Compensation Board. Moreover, as the report points out:

At Commission hearings in Elliot Lake, union leaders alleged that workers whose lives have been and are at risk have not been kept informed about the developing situation in Ontario. The following words convey the intensity of feeling. "We have been led to believe through the years that the working environment in these mines was safe for us to work in. We have been deceived."

e Commission examined in pth the events briefly described ove. During this period Mines spectors issued many letters of struction to the mines to prove conditions and...levels of diation were reduced. But ither the workers nor their repre-ntatives were advised about the nerging status of the problem of ng cancer.

e same report, drawing attention studies undertaken by the inistry of Health, commented: "It regrettable that it has not been overnment policy to release these udies in full or in summary form on their completion. Workers ve an intrinsic right of access to formation about the risks herent in work."

ruce Doern, writing in *Canadian ublic Administration*, cites two rther instances. The CNTU in uebec complained in 1975 that a port on dust measurements ken by officials of the Ministry Natural Resources which owed excessive exposure rates asbestos fibres, was sent to e owners of the asbestos mine volved, but not to the unions or orkers affected. Also in 1975 in ntario, a report on a new sbestos company was prepared a Health Ministry Inspector nd sent to the Ministry of atural Resources. The report was xtremely critical of the company's peration from the health view-oint. It was made available to the ompany but not to the union or orkers concerned. A 1976 Health nd Safety Conference was told at Ontario government inspec-rs had supplied the results of lood tests on employees exposed lead to the employers, but not the workers involved.

imilarly, the Finn report found at in British Columbia, Labour anada inspectors submitted eports of their inspections and

According to Workers' Compensation Board reports about a million workers are injured each year on the job

directives to rectify health or safety hazards to the management only. The reason given for withholding the information from the union was "because it might promote labour strife." Finn, stating his view that workers had a right to information concerning their health and safety, said this was especially true of information "held by an agency whose main function and duty is to protect the worker."

The implementation of the principle of the right to know, however, does not only involve the full disclosure of existing information, though this in itself is crucial. To stop there implies that the worker has no right to demand that every reasonable effort be made to seek out the causes of occupational accidents and illness, as well as the means to prevent them. In fact, the right to know, to be effectively realized, requires that there exist systematic programs of monitoring, data collection and research aimed at protecting the workers' health, and that the information derived thereby be made fully and readily available.

According to Workers' Compensation Board reports, about a million workers are injured each year on the job. The sheer size and obviousness of this problem has demanded attention from Workers' Compensation Boards, Departments of Labour and Mines (or Natural Resources) and industrial safety associations. Indeed, the preoccupation with industrial accidents has, with few exceptions, led to a relative neglect of occupational illness.

Because of this emphasis on accident prevention, it might be expected that accident statistics and research would be reasonably well developed. However, this is far from the case. Statistics Canada has been trying since 1970 to develop a national system of reporting work injury statistics by Workers' Compensation Boards. The aim is both to improve the collection of data and to standardize classifications in order to improve comparability. While there have been considerable improvements, there are still serious problems in the use of workers' compensation data to plan programs of accident prevention or as a basis for accident research. As Jennie Smythe of the Saskatchewan Occupational Health and Safety Division commented in 1976:

"Accident research is not established as a field of study in this country"

The Division has available to it and has relied wholly to date on the accident and industrial disease data collected by the Workers' Compensation Board. Unfortunately these data relate more to the actuarial responsibilities of the Board than to the health and safety obligations of the Division...They do not permit calculation of accident rates by occupation or industry. They provide no basis for measuring or discerning trends or patterns in illness as related to occupations or industries, or for any epidemiological investigations.

A report prepared for the Gale Commission listed the data deficiencies for both accidents and occupational illness in Alberta. Included among those areas in which little or no information was currently available were: an inven-

tory of hazards in every workplace, research into both accident causes and the extent and cause of occupational disease in Alberta, the extent and nature of accident prevention education and its usefulness in reducing the number of accidents, and a knowledge of the health risk and accident experience of the agricultural sector of the work force.

Accident research is also poorly developed, not least because the research activities of both government and non-government agencies have been very limited. Indeed, their main emphasis has been on educational programs. Thus, although some work has been done on the use of statistical analysis to pinpoint accident causes, and on the development of new techniques and equipment that offer greater safety, the sum total has not been great in relation to the size of the problem. For example, Jean Surry's study of industrial accident research found that "accident research is not established as a field of study in this country. Spasmodically, there have been single research studies, but up to the present no permanent groups have been formed."

The Canada Safety Council has expressed similar concern. It reports that while quite substantial projects are financed from time to time, there is no stable funding to enable any organization to build up a body of research staff or plan programs of research on a longer-term basis.

The record of statistics and research on occupational illness is even more dismal. Dr. E. Somers of Health and Welfare Canada told a conference in 1976 that:

Canada has no uniform data base on which the extent of occupational disease can be assessed, or from which the effectiveness of existing or new programs can be measured.

...the preoccupation with industrial accidents has, with few exceptions, led to a relative neglect of occupational illness

This lack of a good data base is, in fact, not surprising. A review of the Annual Reports (1970-76) of the relevant provincial and federal authorities (Workers' Compensation Boards, Departments of Labour, Health, Mines or Natural Resources) shows a very uneven pattern of activity. Many of them, including several with regulatory responsibilities, have given little or no attention to occupational illness. Monitoring programs, where they exist, have frequently been inadequate. The health departments' occupational health programs have almost without exception been under-funded and under-staffed, and although there has now been a significant upgrading of activity in several provinces, the result of past neglect is that we have no idea how much occupational illness there is in Canada, nor do we know how many dangerous substances are in daily use in industry and agriculture.

The level of research into occupational illness and its prevention has also come under criticism. The Ham Report said:

The Commission considers there to have been far too little research on the health and safety of workers in mines in Ontario. The excellent epidemiological studies by the Ministry of Health have been conducted in response to major emergent problems. The Occupational Health Protection Branch has not had the resources to carry out exploratory research designed to assess the likelihood of there being problems. Research on the statistics of accidents, such as that conducted by the Commission, has been non-existent. It is imperative that this situation change.

Similarly, the Finn Report endorsed the views of one of its witnesses that "there is a crying need for medical research into the effects of all aspects of grain handling from the producer to the consumer." The Gale and Beaudry reports made similar comments.

...the result of past neglect is that we have no idea how much occupational illness there is in Canada, nor do we know how many dangerous substances are in daily use in industry and agriculture

A report published in 1977 by Health and Welfare Canada on the subject of occupational health and safety in Canada pointed out that there is no central research and information institute for occupational health and safety, and no clear focal point for establishing priorities or monitoring and coordinating national research efforts. Moreover, the report estimated that, including in-house and contract work, less than $1 million was awarded by the federal government for occupational health and safety research in 1975-76. Provincial government, compensation board and private institution research work and/or funding was reported to be at a similarly low level.

If the principle of the right to know is not to be a mockery, substantial change is needed.

It would be optimistic to expect voluntary compliance with the principle from all employers. Some no doubt have always been open. Some will be influenced by public

inion to become more so. But e pull to secrecy is strong. The ew that health and safety provi- ons are part of the management erogative dies hard. Perhaps of ore importance, however, is the rategic nature of much of the formation. The composition of emical substances, for example, regarded as a trade secret, to be otected from competitors. Trade crets are also involved where e safety processes are closely lated to the production techno- gy, so that to reveal one would to reveal the other. Companies ho do not wish to spend money improving health and safety will t be over ready to reveal the ed to do so. Further, as long as cupational health and safety is garded as a suitable issue for llective bargaining rather than e *right* of every worker, then formation sharing will be seen as eakening the management posi- on at the bargaining table.

Governments appear to be receptive to the idea that workers have a right to know what hazards they face at work. However, habits of secrecy are still deeply ingrained.

To bring about change requires a serious commitment at the political level. It is not clear that such a commitment exists...

Moreover, the worker's right to know will no doubt continue to be balanced against the political and economic desirability of keeping the companies "on side." Further, a whole network of regulatory and enforcement arrangements have been built around a direct relationship between departmental staff and management which excludes unions and workers. To bring about change requires a serious commitment at the political level.

"I WISH YOUD MAKE UP YOUR MIND! YESTERDAY YOU SAID IT WAS **LOOSE** CLOTHING THAT CAUSED ACCIDENTS!"

It is not clear that such a commitment exists in every province and in all sectors of the federal government, and continued pressure on governments will be necessary.

As far as the mounting of a large data collection and research program is concerned, such projects will not only take time to develop, but will also need very large funding allocations, money which is not readily forthcoming when budget restrictions are the order of the day.

Some steps have been taken or are being proposed to increase the knowledge available to workers. The most developed programs can be found in Saskatchewan. The 1972 and 1977 Occupational Health and Safety Acts, for example, require that in every place of employment the employer establish an Occupational Health Committee, half of whose members must be workers. The committees have also a legislated responsibility to "participate in the identification and control of safety hazards within the place of employment." Moreover, inspectors of the Division of Occupational Health and Safety report their inspection findings to the committee. In addition, the employer is not only required (by the 1977 Act) to co-operate and consult with the committee, but following an inspection, must also report to the committee the steps being taken to set right any contravention of safety regulations which have been identified. The Division is providing the committees with a flow of information and assisting them to develop their own hazard monitoring programs.

The right to know is also being built into regulations. For example, the 1975 Asbestos regulations require that the employer warn workers engaged in an asbestos process or otherwise exposed to

asbestos dust, of the dangers of asbestos, the possible health outcome, and also of the fact that smoking increases the risk of injury to health. The Division's research section is not so far undertaking extensive new research, but it is identifying and disseminating existing research information.

Alberta, following the Gale Report, has also adopted the joint committee approach to increasing the involvement of workers in identifying and monitoring hazards in the workplace. Moreover, according to the Minister of Labour, it plans new data gathering and statistical services as well as a "strong research capability." Provincial legislation in 1976 in Manitoba, New Brunswick and Ontario has followed similar lines, though it is too early to say how serious the commitment to the right to know will be.

At the federal level, Labour Canada is in the process of establishing an Occupational Health and Safety Centre with information resource and exchange functions. According to Labour Minister John Munro, it will have "no mandate to consolidate existing occupational safety and health research activities across the country, but rather to serve as a pivotal point through which agencies and institutions active in this field could co-ordinate activities and exchange information." It is still too soon to judge the likely value of the centre.

As long as occupational health and safety is regarded as a suitable issue for collective bargaining rather than the right of every worker, then information sharing will be seen as weakening the management position at the bargaining table

The Science Council of Canada (which regards the proposed federal centre as having too narrow a mandate) recommends in its report "Policies and Poisons," the establishment of a National Advisory Council on Occupational and Environmental Health, many of whose terms of reference would certainly be relevant to the right to know. It would identify hazards, assess risks, publish recommended standards for maximum permissible exposure levels, identify key areas for research, provide materials to workers and employers on the nature of work hazards and other similar activities designed to find out, and publish data on occupational health and safety. The Council also recommends that once a hazardous substance is identified, any industry handling it should "be required to ensure adequate and effective communication to their work force..." about the dangers involved.

In general, however, Canada has a long way to go before the right to know is more than stirring words in a commission report. While a number of steps have been taken (of which only a few examples have been given here), many are still only at the proposal stage, or are at such an early stage of development that their value is not yet clear. Moreover, not all provinces fully recognize the right to know as a key issue. A start has been made, but there is a long hard battle yet to be fought. lg

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Recent developments in the international work environment

by Eric Trist

A number of pioneer projects around the world have shown that re-designing work and changing organizational values and climate may create conditions under which high levels of job satisfaction and high levels of performance can be achieved simultaneously. This, of course, does not always happen; for one reason or another, there have been quite a number of unsuccessful projects. There are, however, few instances where productivity has actually declined when the quality of worklife (QWL) has been improved. Indeed, there is evidence that productivity in many of its aspects may in fact decrease when QWL remains low, a trend that would appear to be increasing in the present turbulent environment.

Let us consider the extent of management, union and government involvement in QWL in various countries, beginning with the United States. The U.S. has been slower than some European nations, such as Norway, Sweden and Holland, in recognizing worker alienation as a national problem and in linking it to diminishing performance. In the last five years, however, a considerable change has taken place in the U.S. For example, in December 1972, the M.I.T. Press published the Report of a Special Task Force, which had been prepared for submission to the Secretary of the Department of Health, Education and Welfare. Entitled, *Work in America*, it became a best seller. Following this, the United Automobile Workers made proposals in the fall of 1973 concerning the humanization of work in negotiating new contracts with Chrysler, General Motors and Ford — the first time such proposals had featured in the bargaining program of a major American trade union.

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Also in 1973, a Congressional Commission on Productivity added the words "and Work Quality" to its title, evincing its recognition of the link, and launched a program, since continued under the American Center for Work Quality, to bring into being a number of demonstration projects involving participation and work restructuring in key organizations in both private and public sectors. An important precondition of these projects was that they should be jointly agreed upon and steered by the management and trade unions concerned, and that any productivity gains be shared. A special feature was the independent evaluation of all projects by a research team from the Institute for Social Research at the University of Michigan.

At the state level, Work Quality Centers have made a struggling appearance in Massachusetts and Ohio, the latter being the first in the field.

There are...few instances where productivity has actually declined when the quality of worklife has been improved

At the community level, an initiative was taken five years ago by the City of Jamestown, a small manufacturing town in upper New York State, where a Jamestown Area Labor-Management Committee was formed. Originally the intention was merely to improve industrial relations, but more recently attempts have been made to develop QWL projects in member firms, which include all the main plants in the greater urban area as well as their respective union locals. As a result of QWL innovations, industrial decline has been arrested. Moreover, spurred by these results, several other small cities have since followed suit and recently one or two larger cities in the "declining northeast" have also evinced interest. Indeed the latter developments have drawn the U.S. Conference of Mayors and the National League of Cities into the field of community-based labour-management co-operation through the use of QWL.

Meanwhile, in private industry the number of large firms undertaking projects aimed at improving the quality of working life has been increasing, such that these projects now number well over 100. (A small number, however, in relation to industry at large). Starting from hole-in-the-corner experiments some of these projects have now come to involve the total conversion of conventional organizations to a plant-wide

form of innovative work and organizational design, based upon the principles of the new work ethic and QWL.

Until the last three or four years most American QWL endeavours were confined to non-union plants, where they were easier to pursue in view of union suspicion. In some cases the management motive was clearly to keep the unions out. This, however, is becoming a more difficult posture now that some parts of the American labour movement are showing increasing interest. Indeed, some unions are beginning to be concerned lest all QWL initiatives remain in the hands of management. Others are worrying about declining membership, and are thus looking for new issues to engage their members and attract recruits from the oncoming generations of the workforce, little influenced by the Protestant work ethic or memories of the Great Depression.

Some unions are beginning to be concerned lest all QWL initiatives remain in the hands of management

Another characteristic of early American endeavours has been the tendency of the firms concerned to keep the results of their innovative experiments to themselves. However, a sentiment is now beginning to arise that views the methods used and the experience gained in QWL experiments as knowledge to be shared in the common interest. The forming of the Work in America Institute, for example, by Jerome Rosow, formerly of Exxon, represents an initiative from the private sector to just this end.

As regards the universities, the first QWL research centre was established at UCLA by Dr. Louis Davis, and there are now programs at several other North American universities, all of which emphasize action research and outreach training and development work.

In Sweden...interest has now turned from manufacturing to white-collar service industries

Turning to Europe, the major pioneer endeavours involving leading firms in Norway such as Norskhydro, and in Sweden such as Volvo and Saab Scania are so well known that they need not be dwelt on. Less widely known, however, are the recent developments that have been centred on the Norwegian shipping industry, which is vital to the country's economy, and which have sought to involve all the firms and unions.

In Sweden, where some 1,000 work restructuring projects, some rudimentary and some advanced, are known to the employer and trade union confederations, interest has now turned from manufacturing to white-collar service industries. Thus, a comprehensive project has for some time been proceeding at all levels in Skandia, the largest Swedish insurance company, while a similar project has been proceeding in one of the main Norwegian banks. Also worthy of note is the national agency to focus on the white-collar workers that has been established in France, but French bureaucracy is likely to be difficult to unfreeze.

Though not widely appreciated, many of the original experiments which sought to effect systemic change in work organization were in fact undertaken in Britain in the early '50s, and it was these that affected the wide development in Norway in the early '60s, which in turn influenced later large-scale projects. The original promise of these British developments, however, has not been well sustained, despite major undertakings in the later '60s by such leading firms as Shell and I.C.I. Though a tripartite committee involving government, employers and trade unions has now been formed and a Work Research Unit established in the Department of Employment, the program has remained relatively restricted. Moreover, mutual distrust between management and unions over QWL is currently running at a high level, a countervailing trend that is apparent also in several other European countries — more so even than in the United States, where most unions remain suspicious of QWL.

While quite a number of large scale QWL projects are proceeding in Holland, concrete activity is only very recent in West Germany despite its tradition of co-determination. Moreover, despite the federal government's recent investment of several million marks in a comprehensive program of work improvement, one observer has pointed to the fact that interest is now centred on the new works councils below board level, and on ergonomics, rather than on work restructuring which allows greater participation at shop-floor level. Indeed, this type of participation — and the consequent liberation of management for wider tasks — may prove difficult to secure, given the legalistic authoritarianism in the German character.

In Australia, the Jackson Committee on the Future of Australian Manufacturing Industry has emphasized the important role of QWL projects as a means of countervailing economic decline, while in the public sector programs have been set up by both the South Australian and New South Wales governments. However, the Australian experience is

lso of interest in relation to the otential role of multinationals in iffusing the new work and organi- ational culture of QWL. In articular, developments that ccur in countries where favour- ble conditions exist could poten- ially be taken up by affiliates lsewhere, as indeed, has been the ase in Australia, where a number f multinational affiliates, ncluding Philips, already have ndertaken substantial QWL rojects.

While quite a number of large scale QWL projects are proceeding in Holland, concrete activity is only very recent in West Germany...

As far as Canada is concerned, several leading firms, including Shell and Alcan, have already developed substantial programs in more than one province. Shell, for example, has involved the Oil, Chemical and Atomic Workers in bringing into being a new chemical plant in Western Ontario; Steinberg also has a large program, again involving the unions, while Air Canada has some promising developments, as have one or two of the resource industry companies.

To sum up, advanced industrial countries such as those of Scandinavia, with small but well-educated populations, established traditions of democratic government and basically stable industrial relations, have led the way in enhancing the quality of life in the work place and in the design of the more democratic type of organization this requires. This capability may be not unrelated to the closeness of overlap in the networks formed by key individuals, in management, unions and government, in such countries. This closeness allows the value-

The North American pattern is distinguished by continued opposition to representative democracy by labour and management alike

base to change more rapidly once a development begins to take place which is experienced as congruent with a social future that is commonly envisaged and desired. Moreover, these countries have become industrialized later, more humanely and with less conflict, than certain older and larger European countries.

What has happened in Norway, Sweden and Holland, echoed as it is in Australia (and let us hope will be echoed in both English and French speaking Canada) is to be contrasted with what has so far happened in France, Germany and Britain where the change-over is proving much more difficult to initiate and sustain. Similarly with the United States, despite the many developments currently under way.

This divergent experience with respect to the development of QWL or *work-linked democracy*, also finds interesting parallels in that relating to the other forms of industrial democracy such as those of *representative democracy* and *interest group democracy* (See Table I). Briefly, the aim of *representative democracy* is to secure a means whereby those at the lower levels of an organization may influence policies decided at higher levels and is to be distinguished from *work-linked democracy*, which is concerned with the participation of those directly involved in decisions about how work shall be done at their own level, whatever this may be. It is this aspect with which QWL is most closely associated, and which permits the de-bureaucratization of organizations (again at all levels). It might well be called organizational democracy.

Both these forms are further to be distinguished from collective bargaining. Collective bargaining may be construed as *interest group democracy*, the means through which organized labour gains power to take an independent role vis-à-vis the interests of management.

Representative, work-linked and interest group democracy can exist independently or together, in consonance or in contradiction in any given society.

Historically, interest group democracy appeared first, representative democracy next and work-linked democracy last. Commonly, the term industrial democracy is used to refer to any, or any combination, of the three without further specification, which causes confusion.

With the aid of Table 2, let us look at the score among the three forms in Western nations on a 5 point scale (0-4) and the consonance or dissonance in their relations between these forms.

The first group displays the Scandinavian pattern towards which Holland seems to be moving. Strong independent trade unions have been long established. Against this background recent legislation has brought workers' representatives to boards though they are not as regards strength in a position of equality. The work-linked form is becoming widely diffused, and in Norway jobs with high QWL have been legally recognized as a social right. The three forms are developing in consonance with each other.

There is no consistent pattern in the larger European countries. The

Table I

FORMS OF INDUSTRIAL DEMOCRACY

Representative	Workers on Boards Works Councils
Work-Linked	Participant Design of the Work Place
Interest Group	Collective Bargaining Binding Contracts

Table 2

LEVELS OF INDUSTRIAL DEMOCRACY IN SELECTED WESTERN COUNTRIES

Country	IG	R	WL
Norway	4	3-4	2-3
Sweden	4	3-4	2-3
Holland	3	1-?	1-2
Germany	2	4	0-1
France	2	0-?	0+
U.K.	4	0-?	0-1
U.S.	2-3	0	1
Canada	2-3	0	0-1
Australia	2-3	0+	1-2
Yugoslavia	0	4	0-?

strong tradition of representative democracy in West Germany is associated with relatively weak trade unions and only a recent initial exploration of the work-linked form has taken place. In France, too, unions are relatively weak, with varying political affiliation. The declaration of intent regarding workers on boards leaves implementation largely to the future; similarly with direct participation. Britain, with its traditionally strong unions appears to be in transition regarding representative industrial democracy, in which neither workers nor management evinced any interest until a year or two ago. When the outcome of the current political debate has become clearer there may well be some forward movement in the work-linked field, as the unions may become more confident about co-operation.

The North American pattern is distinguished by continued opposition to representative democracy by labour and management alike. Though collective bargaining is sophisticated, a large proportion of the work force remains unorganized. This makes most unions suspicious of co-operation with management in the work-linked form. As mentioned earlier, however, some progress has been made in the United States. Australia resembles the North American pattern but has progressed further in the area of work-linked democracy.

Small beginnings have now been made in India, and fragile stirrings may be found in Mexico and Peru

Yugoslavia is mentioned to show a pattern in which representative democracy exists without free collective bargaining and until very recently without even a trace of the work-linked form. In the other countries of Eastern Europe it is doubtful if any form of industrial democracy can be said to exist, given the overall totalitarian framework. Yet some signs are now appearing of a realization that their poor productivity record may not be unconnected with the poor quality of life in the socialist workplace, where the reign of Frederick Taylor and his management science successors is yet to be challenged. From a distance the Chinese Communes look promising but remain enigmatic.

As regards the Third World, small beginnings have now been made in India and fragile stirrings may be found in Mexico and Peru. There is no imperative reason why the Third World should seek to industrialize on models based on Max Weber and Frederick Taylor from which the West is beginning to depart.

Let us conclude these country comparisons by pausing to mention the emergence and spread of the Quality Control circles in Japan. This development, now very extensive, involving 800,000 circles and 8,000,000 workers, has proceeded on very different lines and against a very different cultural background from any of the developments in Europe and North America. But its existence, in addition to the latter, shows that a new concept of work, whatever form it may take, is emerging to some degree in all advanced industrial countries, though it is still a minority trend, except in Scandinavia. lg

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Discrimination in fringe benefits

by Sylva M. Gelber

It is an unfortunate fact that fringe benefits are interpreted to mean a variety of things depending to a great extent upon the philosophy of those employing the term; and the purpose for which the term is being used. In a study carried out some years ago for the Organization for Economic Co-Operation and Development (OECD), fringe benefits were described as being payments, either current or deferred, which while arising out of the employment performance, are not made directly because of it.

Speaking generally, fringe benefits are viewed as a part of an employee's remuneration. "Remuneration," in its turn, is defined in the Equal Remuneration Convention of the International Labour Organization, so as to include not only the ordinary basic wage or salary, but also "any additional emoluments whatsoever payable directly or indirectly, whether in cash or in kind, by the employer to the worker and arising out of the worker's employment." Some question had been raised at the International Labour Conference two years ago as to whether this definition was intended to include such fringe benefits as pensions and other forms of insurance; it was confirmed that these would be viewed as coming within the definition of remuneration and would, therefore, be subject to the principle of equality.

In 1972, Canada, with the concurrence of the provinces, ratified this Convention, committing all Canadian jurisdictions to the principle of non-discrimination in

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remuneration on grounds of sex, presumably including fringe benefits. As long ago as 1964, Canada had ratified another ILO Convention, the Discrimination (Employment and Occupation) Convention, which not only prohibits discrimination in remuneration, but extends the prohibition of discrimination generally to all "terms and conditions" of employment. As is customary, discrimination is prohibited on a number of grounds, including grounds of sex.

Thus, if there were any doubt as to whether fringe benefits were in fact a part of remuneration, as defined in the Equal Remuneration Convention, then discrimination would nevertheless be prohibited on the grounds that fringe benefits are undoubtedly a "term or condition" of employment as incorporated in the Discrimination (Employment and Occupation) Convention. It would seem, therefore, that regardless of which of Canada's two binding commitments under international labour conventions were viewed to be relevant, discrimination in fringe benefits on grounds of sex in all circumstances would seem to have been prohibited.

In spite of our international commitments, however, some provincial statutes appear to permit a certain degree of discrimination in employment on grounds of sex at least insofar as named fringe benefits are concerned. For example, under Regulations made pursuant to the Ontario Employment Standards Act, discrimination on grounds of sex and marital status is permitted in pension plans, life insurance, disability insurance and health insurance in certain circumstances. Furthermore, the definition of wages in the body of the Act itself differentiates between basic pay on the one hand and what it describes as "benefit plans" on the other, a concept which does not appear to be consistent with the definition of remuneration contained in the ILO Equal Remuneration Convention.

Similarily, the Quebec Charter of Human Rights and Freedoms permits, on grounds of sex, exclusions from the general principle that employers are required to grant equal salary or wages without discrimination for equivalent work at the same place of employment. These exclusions relate to pension plans, retirement plans, life insurance plans or any other plan or scheme of social benefits. In this regard the Quebec law appears to have been influenced by that of Ontario, since these are the only two provinces which specifically permit such discrimination in certain fringe benefits on grounds of sex. The legislation in most other provinces makes no specific mention either of fringe benefits generally or pension rights or insurance benefits in particular. The exception of this general rule is in the case of Newfoundland legislation, which specifically states that a female employee shall have pension rights and insurance benefits

equal to those applicable to the male.

The tradition of discriminating on grounds of sex in pension plans, is an old one rooted in a society which has changed almost beyond recognition. When pension schemes were first established, both in the public and private sector, it was assumed that married women were supported by their men-folk; and that their sojourn in the workplace was transitory. Furthermore, it was assumed that a single woman would inevitably leave her employment at marriage. Equally it was assumed that women, being weak physically, would be worn out earlier than men and should, therefore, retire earlier.

For all of these reasons it was not unusual to set a so-called "normal" retirement age for women some five years younger than that set for men. It was also not unusual to deny women the right to enter into pension plans until they had completed a longer period of employment than that required for men, a condition deemed necessary to test their long-term intentions with regard to labour force attachment. Thus, a working woman would frequently be eligible for participation in a plan only after five years' employment, while men in the same place of employment would be entitled to enter the plan after one year of employment.

Taking into account the two circumstances, the first at the beginning of employment and the second on the termination of employment, a woman worker was denied as much as ten years' participation in a pension plan as compared to a male worker in the same category. These ten years naturally affected the size of the pension earned, since the rate of the pension earned depended on the number of years of participation.

In recent years, due in no small part to the advent of the Canada Pension Plan and the Quebec Pension Plan which no longer contain clauses that discriminate on grounds of sex, private insurance plans are being revised to do away with some of the previous discriminatory clauses, at least insofar as the period of entitlement is concerned; furthermore the private insurers have discovered that administrative costs are diminished when differentials in entitlement are eliminated.

A favourite argument against providing pension rights for women on the same basis as that provided for men, is that the cost of pensions for women is higher because of the longer life-expectancy of women. It is true that the life-tables during the last three or four decades have shown a widening gap between the life expectancy of the respective sexes, women outliving men by several years at the present time.

This defence of permitting pension plans to discriminate against women because of the cost of pensions, raises a question as to whether this is the only group in society which shows a differential in the average expectation of life, for it is the only group which now suffers discrimination on that basis. The life expectancy of certain racial groups in our society is notoriously different from that of the predominant racial group. Yet society today does not tolerate discrimination on grounds of race in pension plans because of such differences. Unfortunately, Canadian public policy is still such as to permit discrimination in some instances on grounds of sex.

Quite apart from those statutes which openly permit exceptions to be made with regard to discrimination on grounds of sex insofar as pension and insurance plans are concerned, a more subtle method of permitting discrimination has recently appeared in the law. On the surface the law does not permit an exception; but the same law may permit differences in pension plans between different occupational groups in

Toronto Star Syndicate

"I don't want equality with men! Why should I lower my standards?"

he same establishment. For example, an employer may provide a pension plan for employees involved in a skilled mechanical trade while providing a different plan for workers in administrative support positions. The significance of this permissible differential on the basis of occupation, only becomes obvious when it is realized that women are still segregated in the work force within certain specified occupations, such as administrative support. Thus, a less valuable pension plan may be established for the workers in a "female" occupation than that provided for the workers in a "male" occupation in the same undertaking. This adds up to discrimination on grounds of sex, although the law itself prohibits such discrimination.

The pattern of women's employment in the labour force has serious effects on certain types of fringe benefits insofar as these relate to length of service. For example, the size of the pension to which an employee will ultimately be entitled in accordance with plans to which the employer makes contributions, depends on a specified unbroken period of service. As child-bearer, the period of a woman's employment may be interrupted due to this exigency, and in consequence, the woman's pension will be diminished due to a broken period of service in the labour force.

Another feature of the woman's employment pattern which adversely affects the fringe benefits to which she would otherwise be entitled flows from her role as housewife and mother, frequently necessitating part-time employment in the labour force. A substantially larger portion of the female labour force works part-time than the male labour force.

Fringe benefits over and above those provided under public programs, are generally made available as a result of collective bargaining. Through this procedure, employers frequently purchase insurance on behalf of their employees; frequently too they make contributions even in the case of such public programs as health insurance. Collective bargaining, of course, affects only that portion of the labour force which is organized.

Unfortunately, the bulk of the female labour force is not included among these workers, only about one-quarter of the female labour force being organized at the present time. For this reason, fringe benefits that flow from collective bargaining, apply for the most part to workers in the organized sector where women workers are not well represented.

The unsatisfactory situation that prevails with regard to pensions as they affect women workers, is paralleled in other types of fringe benefits as, for example, in the case of sickness and disability insurance. When an employer supplements through the private sector, the modest disability insurance coverage provided through the public program of unemployment insurance, then the rates which are levied for women workers exceed substantially those which have to be paid for men. Consequently, employers of women are less inclined to provide this type of insurance coverage. Private insurers have so far not been able to substantiate their claim that the morbidity experience of women, on which they base their rates, is considerably higher than that of men. The only data they have been able to provide relate to the small covered population amounting to not more than 10 per cent of their total, obviously a privileged group capable of meeting the high premiums charged by the industry.

There is one other area where discrimination persists in a public program in spite of the fact that the law under which it operates appears to be free of discriminatory clauses. This paradox stems from the fact that the law is administered in accordance with administrative procedures. Thus, for example, although the Unemployment Insurance Act shows no evidence of discriminatory clauses, the administrative procedures affecting women in some instances are in fact discriminatory. Persons seeking to establish entitlement to benefits are, of course, required to declare themselves to be available for employment. Under the pretext of endeavouring to establish such entitlement, the Unemployment Insurance Commission requires that women "may have to indicate that you can make child care arrangements." No man is ever required to prove his availability for work on the basis of family responsibilities, nor should he have to, even if his wife is confined to an institution and the children are his lone responsibility.

In summing up the situation, it is clear that in some instances in the public sector and in most instances in the private sector, fringe benefits affect women adversely in comparison with their male counterparts. Although there have been considerable improvements in recent years, particularly in the public sector, there is still a wide gap in the value of fringe benefits made available to men and women workers respectively. This type of discrimination is being perpetuated even within laws which themselves proclaim the principle of non-discrimination. lg

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The foregoing was presented to a conference on industrial relations sponsored by the University of Montreal, November 1977.

Worker self-management in Yugoslavia

by Robert J. Davies

As the debate on industrial democracy has gathered momentum in the West an increasing amount of attention has come to be directed toward the Yugoslav experience with the system of worker self-management. Yet it has been observed that this attention, amounting in some instances almost to an obsession, has been quite out of proportion either to the size of the country or to its economic and political significance. In practice, however, the reasons for this relative fixation for the subject of industrial democracy in Yugoslavia are not too hard to find. Heightened concern over the level of industrial unrest, that has recently become the hallmark of labour management relations in many western nations, has provided a powerful stimulus to a critical re-examination of the nature of the work environment that characterizes the modern enterprise, as well as of the consequences of its hierarchical organizational structure. From this re-examination has emerged a diagnosis of industrial conflict that places considerable stress on factors such as alienation caused by worker resentment over subjection to hierarchical authority, and the absence of any real possibility for adequate self-expression in work or scope for effective participation in the basic decisions affecting working life.

Industrial democracy (a notoriously vague term) is seen to offer one potential, and attractive, palliative to these problems. Consequently, recent years have witnessed a bewildering array of attempts, in a number of countries, to involve workers in the decision-making process within the enterprise. These attempts have ranged from such essentially cosmetic devices as participatory supervision and the limited disclosure of information, through to such radical developments as complete worker control, or self-management, involving a fundamental restructuring of the organization of industry. It is in the latter connection that widespread interest has been generated in the experience of Yugoslavia, for only in that country has a deliberate, large scale, and on-going attempt been made to transfer the ideas of full worker self-management from the sphere of theory to that of social action. Both its achievements and failures, as well as its responses to emerging problems, are therefore of relevance; not merely for those who are interested in worker control and self-management per se, but also for those who are contemplating embarking on a process of industrial democratization at a less radical level.

It must be stressed from the outset that it is misleading to view the Yugoslav system as simply another attempt to improve and humanize labour relations through the encouragement of participation in management. Self-management as practised in Yugoslavia cannot be reduced to the level of a simple reform in the sphere of industrial relations. Rather, the system represents an attempt to achieve a fundamental transformation of society. An attempt, in short, to introduce democratic principles into all spheres of human activity, whether economic, social or political. Hence self-management has not merely been confined to the work place, indeed the ultimate objective is for it to, "transcend the limits of the factory or enterprise and become a basic principle of all socio-economic relations as well as of the whole political system of the country." Through this process it is hoped to eliminate the alienation that Marx highlighted as resulting from the dichotomy, created under capitalism, between the experience of the individual as worker on the one hand, and as citizen on the other. Moreover, the appropriate path toward the achievement of this objective is seen to be the full effective *decentralization* of the decision-making process, leading eventually to Marx's vision of a society of, "direct producers, who, through free association, themselves make decisions regarding production and distribution, and in effect run their own lives and their own future."

it is misleading to view the Yugoslav system as simply another attempt to improve and humanize labour relations through the encouragement of participation in management

At the very heart of the Yugoslav system lies the principle of the social ownership and social management of the means of production which provide the material basis of the economic organization of society. The

ystem is thus characterized by emocracy of both ownership and ontrol. However, the nature of is "social" ownership should be early distinguished both from the ystem of public ownership as ractised in the mixed economies f the West, whereby certain dustries are nominally owned nd controlled by the state (of hich Air Canada and Canadian ational are appropriate xamples), as well as from the ystem of "State Capitalism" that xists in much of the Eastern lock, and notably in the U.S.S.R.

elf-management as practised n Yugoslavia cannot be educed to the level of a simple eform in the sphere of indus- rial relations

is indeed true that in Yugoslavia, s in other socialist countries, the nitial process of the abolition of rivate ownership was effected hrough nationalization, a process hat inevitably resulted in the oncentration of power and ontrol in the hands of state ureaucracies rather than in the ands of the workers. Thus by 946, within a year of their ssuming power, the Yugoslav ommunists had nationalized pproximately 82 per cent of the ountry's industry. However, this rend toward increasing centraliza- ion and bureaucratization soon ame to be seen as standing in undamental contradiction to the ltimate Marxist objective of the vithering away of the state, for the rocess of nationalization actually erved to enhance state power ather than eliminate it. Thus the hift to self-management which egan in 1950 may be viewed both s a reaction to this process, and s an attempt to develop a enuinely Marxist alternative to he sternly centralized form of ommunism that had emerged in Stalinist Russia. Indeed, not surprisingly, the first steps toward the development of self-management coincided with legislative measures to actively restrict state ownership. Thus in the, "Law on the Management of State Economic Enterprises and Higher Forms of Economic Association by the Workers Collective", the legislative enactment that provided the legal basis for the formation of the workers' councils, direct state involvement in the management of the economy by this means was explicitly restricted.

While one of the basic aims of the self-management system is the elimination of worker alienation via the direct involvement of all workers in the management of all productive activities, great stress is also placed upon the need to promote the optimal use of the socially owned means of production in a manner consistent with the achievement of continuing increases in productivity. Moreover, to achieve these aims, a system of industrial organization has been adopted that contrasts markedly with the hierarchical structure characteristic of the West. Under the latter system, status, prestige, rewards and power typically increase as one ascends the organizational pyramid, with supreme decision-making authority ultimately vested in the senior management of the enterprise. Under the Yugoslav system of decentralized self-management, on the other hand, supreme authority rests with the workers themselves, in the form of the workers' collective or general assembly. This body has final responsibility for all important decisions relating to matters such as investment, working conditions, income distribution and wage fixing. In all but the smallest enterprises, however, the workers elect a workers' council which is

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charged with the performance of a variety of routine functions, including the day to day administration of work and business affairs.

Election to the workers' council is for a period of two years, with half the membership elected every year — a measure designed in part, at least, to enhance the responsiveness and accountability of the elected representatives. Indeed, these aims are further promoted under the system by the requirement that council members, both individually and collectively, be potentially removable from office at any time. Moreover, an additional representative safeguard is provided by the requirement that the composition of the workers' council be broadly approximate to the ratio between production workers and other employees.

The workers' council in turn elects a management board, which acts as its executive agent in the day to day running of the enterprise. In addition, a series of special committees may be appointed to act in an advisory capacity, or in order to undertake certain delegated powers of decision-making with regard to such matters as specific commercial or financial dealings, discipline, training, and safety and health. Moreover, the council, in consultation with the union, also appoints a manager and executives who, in practice, are frequently able to exercise significant control over a variety of management decisions, but whose

primary function is supposedly confined to providing the workers with the information they require to make decisions, and to facilitating the implementation of these decisions. Neither the manager nor the executives have the right to reprimand or dismiss workers who disobey their instructions. Such matters must instead be reported to a disciplinary committee whose decision may be appealed to the works council, or in some cases, to an external judicial body established under the constitution.

As with the representatives on the workers' council, members of the management board, as well as the manager and his executives, are all subject to recall or dismissal at any time. Moreover, no one can be elected more than twice in succession to the board — a measure designed to combat the evolution of a class of professional representatives whose power could easily come to limit the influence of the ordinary worker. Indeed, also of relevance in this connection is the fact that senior management are excluded from election to either the workers' council or to the board in order to prevent their 'technocratic' or 'professional' domination of these bodies.

One fairly recent development in the organizational structure of the Yugoslav system has been the emergence within the individual enterprise of the working unit, or basic organization of associated labour (B.O.A.L.). The latter represents the smallest unit capable of producing a recognizable saleable product from its own (socially owned) technological means, and may correspond to an individual department within an enterprise, or in the case of very large firms, even to an entire plant. The recent emergence of these units effectively emphasizes that the self-management system as

At the very heart of the Yugoslav system lies the principle of the social ownership and social management of the means of production...

described is in no sense a static one. Indeed, an on-going commitment to the decentralization of management and decision making, in both the economic and political sphere, is viewed as an essential safeguard to the basic democratic rights of workers. Thus, increasingly, larger enterprises are being divided up into constituent working units, a development aimed at significantly enhancing the scope for *direct* decision making by workers within the enterprise, and thereby overcoming the problems of worker apathy and alienation that still seem to accompany indirect or representative participation. This, however, is still only a realistic possibility in the smallest working units where it is more likely to be feasible for decisions to be taken directly by the entire membership (usually through a simple majority vote of all workers or, in the case of vital decisions, a two-thirds majority). In the case of the larger working units, however, direct decision making is clearly impractical and is therefore largely confined to occasional referenda, leaving most detailed day-to-day decisions to the elected workers' council.

Relations between the various working units within the enterprise or "working organization" as it is now termed, are conducted on the basis of self-management agreements which involve contracts and payments for services rendered, or goods provided — hence the requirement that the unit produce a recognizable output. Should a dispute arise between working units, this is dealt with by an arbitration commission appointed by the central workers' council of the enterprise, which generally consists of equal numbers of representatives from the constituent working units. Increasingly, however, the latter bodies, which are essentially a legacy from earlier forms of self-management, are being replaced by assemblies of delegates drawn from each working unit.

In practice, of course, a significant amount of organization is performed at the enterprise level, thus providing the central council or assembly with a key role. In the discharge of this role, however, it must seek to proceed by unanimous agreement, since a majority vote cannot be used to bind a dissenting working unit to a course it considers prejudicial to its interests.

self-management has...been confronted with the problems posed by poorly developed democratic attitudes, conservative work habits, insufficient education, and recurrent conflicts of interest between workers...

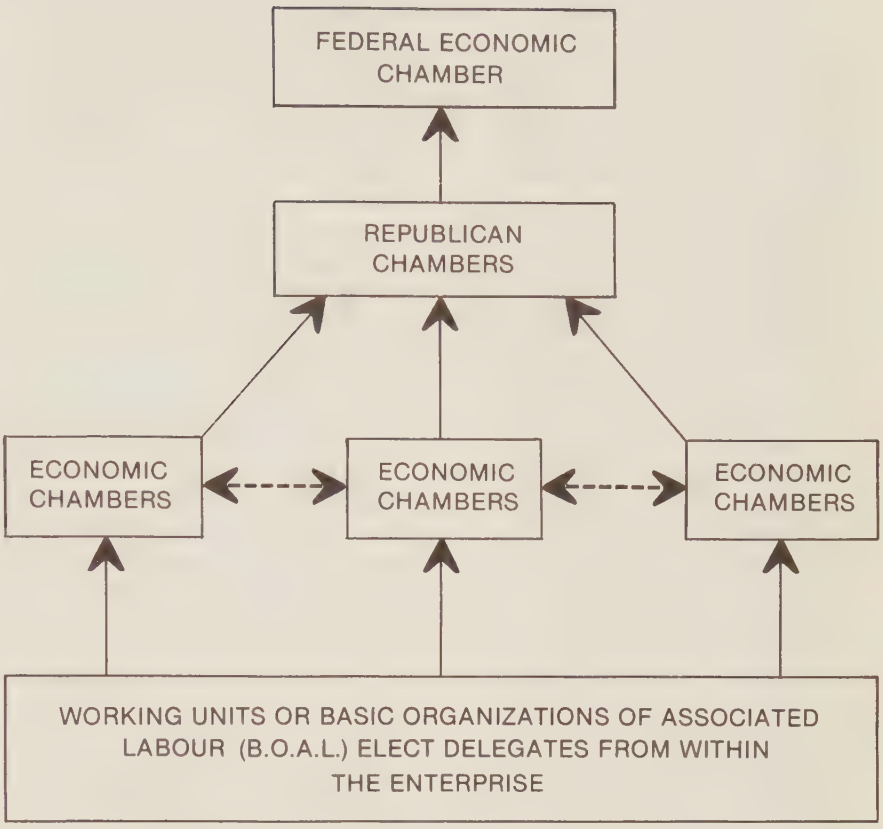
As far as the relations between enterprises are concerned, it is clear that despite the great emphasis that is placed upon decentralization, individual enterprises cannot perform effectively as wholly self sufficient entities. Rather they must be coordinated and integrated into a coherent overall economic structure. However, it is important, given the basic aims of the Yugoslav system, that the forms of coordination and integration chosen should not create centripetal tendencies of a magnitude sufficient to detract from the independent exercise of influence

the workers' collectivity within e enterprise.

practice, two forms of ordination are employed. At the icro level reliance is placed upon e market mechanism, while at e macro level overall economic jectives are met by a system of conomic planning, involving an tricate network of enterprise and mmunity plans, as well as some dicative planning by both publican and federal agencies.

gure 1 presents a schematic utline of the structure of the anning system. The various O.A.L's elect delegates from ithin the enterprise to local conomic chambers. These hambers, which generally cover n area equivalent to a large town, en send representatives to publican chambers, which in rn elect representatives to the deral economic chamber. espite this pyramidic structure, upreme authority remains (in rinciple at least) with the ssembly of workers within each .O.A.L. who instruct their elegates rather than receiving structions from them.

Figure 1


FEDERAL ECONOMIC CHAMBER
REPUBLICAN CHAMBERS
ECONOMIC CHAMBERS
ECONOMIC CHAMBERS
ECONOMIC CHAMBERS
WORKING UNITS OR BASIC ORGANIZATIONS OF ASSOCIATED LABOUR (B.O.A.L.) ELECT DELEGATES FROM WITHIN THE ENTERPRISE

←--→ Indicates business associations uniting similar or related industries across boundaries between local or even republican economic chambers.

he reliance placed on the market echanism to promote effective ordination between enterprises the micro level stands in marked ntrast to the almost exclusive mphasis on centralized state anning characteristic of most cialist countries. In Yugoslavia, owever, as the self-management stem has evolved, a constant ffort has been made to resist any mergent tendency toward etailed coordination via entralized administration in vour of decentralized market ordination. Under the latter stem, it is considered that the arious self-managing units are ore likely to be free from the rbitrary exercise of power by xternal agencies who may seek to distort the system for their own ends. Furthermore, the process of earning income through market exchange, rather than through administrative distribution, is considered to promote a greater stimulus toward economic development and increased worker productivity, which potentially serves both the personal and social interests of workers.

Problems have arisen, however, as a direct result of this reliance on the market, and its implied emphasis on purely economic criteria for allocating resources. For while it may have served the interests of efficiency, it has also been associated with a variety of conflicts over the social consequences of decisions such as plant closures in the face of non-profitability — a problem of particular pertinence given the persistance of heavy unemployment in the country. Moreover, this predominant emphasis on the demands of the market has also given rise to what has been termed 'economic particularism' at enterprise level, which, by creating a profiteer mentality, has frequently led to a primary concern with the pursuit of financial self-interest irrespective of its consequences for the wider community.

On a more general level self-management has also been con-

fronted with the problems posed by poorly developed democratic attitudes, conservative work habits, insufficient education, and recurrent conflicts of interest between workers with different skills. In addition, there has been a constant tendency toward the emergence of a technocratic managerial elite capable of winning the acquiescence of workers to their decisions, a development compounded in no small measure by the complexity of many of the issues involved, and the concentration of information in the hands of management, both of which give them a powerful advantage over the workers' council. Indeed, several studies of the Yugoslav system have pointed to the existence of a significant discrepancy between workers' evaluations of the ideal amount of managerial control over the deliberations of the workers' councils, and their actual control over these bodies, such that the latter have generally been found to be strongly oriented toward management and official views.

Also of significance in this connection is the fact that while decentralization — through the creation of the B.O.A.L.'s for example — has been viewed as one way of overcoming some of these problems, and in particular of giving workers a greater degree of involvement, many of the strongest arguments for its furtherance have, in fact, come from managers, technologists and their academic and political supporters, rather than from the workers themselves. Indeed, in most instances, workers have generally shown a preference for a more laissez-faire form of socialism, involving their passive acquiescence rather than active participation. Thus research has also pointed to the existence of a significant amount of apathy, even amongst the members of workers' management bodies, toward many of the administrative and managerial problems of the enterprise, while amongst rank-and-file workers both apathy and ignorance regarding the activities of self-management institutions appear widespread. Indeed, one study in particular, found that workers' listed wages, working conditions and the possibilities for advancement higher in their desired list of job characteristics than participation in self-management, the latter being ranked fifth by active participants and sixth by non-participants. Only in the economically more developed areas, and notably in the republic of Slovenia, does it appear that greater store is placed upon such things as consultation and active participation than on the more basic concerns of pay and general working conditions.

The government's unenviable task...is that of treading a middle way between the demands of equity and socialism on the one hand, and the equally strong pressures for material incentives...on the other

This general concern over pay has been manifest in escalating industrial strife (euphemistically termed work stoppages.) Moreover, as most Western capitalist nations are themselves only too well aware, the problem is not merely one of the *absolute* size of the individual pay packet but also of its size *relative* to that received by others. By 1970, for example, pay differentials in Yugoslav industry had reached a ratio of 1:8, and though this has since been reduced significantly, concern remains amongst workers, as well as amongst some intellectuals, over the desirability of the income principle of remuneration according to which pay is directly related to output produced, with little allowance being made for the effects of unequal operating conditions. This abandonment of workers to factors that are generally beyond their immediate control, while possibly justified economically, nevertheless clearly contradicts basic notions of fairness and equity.

Indeed, this highlights one of the basic dilemmas facing the Yugoslav system, for any levelling down — even in the name of social justice — may merely serve to promote the further exodus of desperately needed skilled workers to better paid jobs in the West. The government's unenviable task, therefore, is that of treading a middle way between the demands of equity and socialism on the one hand, and the equally strong pressures for material incentives in the interest of greater efficiency and economic development on the other.

Many of these problems are not peculiar to the self-management system, however. In part they represent the universal problems faced by any developing country in promoting economic progress, while in part they represent those of balancing the demands of market allocation with those of social justice, problems that arise in an equally acute form in the mixed capitalist economies of the West. What is of particular interest in relation to Yugoslavia, therefore, is the extent to which the self-management system has been instrumental in alleviating these problems. Here, the evidence is mixed. Economic progress in the period following the introduction of self-management has been significant (some have actually used the adjective 'spectacular') but problems of unemployment and inflation have persisted and

dustrial conflict has not sappeared, nor has 'alienation' een eliminated. Indeed, in some stances it has been found that articipants in the various self-anagement bodies have actually een more alienated than non-articipants — a consequence, in art at least, of frustration xperienced when expectations re not adequately fulfilled (and ere there is undoubtedly a lesson or Canada).

ccording to critics from the ranks f Yugoslavia's left-wing intelli-entsia these problems of indus-ial unrest and alienation have ersisted because 'atomized' self-anagement has largely left the hopfloor worker out of account. ttemps have clearly been made in ecent years to meet these peren-ial criticisms of participation, owever, through further decentra-zation into B.O.A.L.'s for example nd some progress has undoubt-dly been made. Thus a recent tudy undertaken by the onfederation of Yugoslav Trade nions, and published in 1977, ound 83 per cent of those uestioned considered that

...the full and effective realization of industrial democracy is a slow, and frequently turbulent evolutionary process, even within a society committed to socialism

workers generally exercised sufficient influence over decision making, while the percentage expressing their willingness to participate in assembly discussions had risen to 60 per cent compared with the figure of only 38 per cent obtained in a similar survey undertaken in 1973. Despite these findings, active participation is still significantly skewed in favour of the better educated and those with Party or trade union membership.

What can Canada learn from this experience? Whatever the ultimate outcome of the ongoing reforms to the self-management system may be, one fundamental lesson seems to emerge — that the full and effective realization of industrial democracy is a slow, and frequently turbulent, evolutionary process, even within a society committed to socialism. It involves, moreover, fundamental changes in both the outlook and perceptions of a significant proportion of the workforce; changes whose time horizon may have to be measured in decades rather than months or years. For this reason, industrial democracy is not a device that should be glibly adopted as a short-term palliative. Indeed, if the expectations that are aroused by its initial introduction are not catered to on a fully committed and ongoing basis, frustrated expectations could easily precipitate an industrial relations climate characterized by even more worker-management hostility than that which pervades the present, and much deplored, adversary system. lg

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"Interesting. Five in favor and one in dissent."

Need for a new bargaining structure

by John Clarke

The British Columbia construction industry, with more than 60,000 employees, will be the first large sector of the Canadian economy negotiating a labour contract under the free collective bargaining rules that will return after the wage and price controls are ended April 14. Its bargaining structure is badly fragmented — on the union side by a multiplicity of organizations free to bargain in their own way and for contracts that suit them, regardless of their impact on other contracts; and on the employers' side by a central organization that lacks the power to negotiate for the whole industry.

In effect, B.C. has about two months in which to rationalize this crazy structure before the crunch comes after April 14. Without firmly defined central organizations on both sides, the bargaining is likely to go off in all directions at the same time. One union may set a wage and conditions pattern that other unions will expect to pick up on the all too familiar follow-the-leader blueprint. This might be a possibility, for example, for unions dealing with a weaker, independent contractor willing to negotiate high to avoid a strike, a situation that would leave the stronger contractors with little alternative but to accept those terms and the result would be the weak leading the strong.

Ontario's construction industry is in many ways in a position analogous to that of B.C., though in some ways, it also contrasts with it. Consequently, what happens in B.C. between now and the end of April will be of vital significance for Ontario, and likely for the rest of the country as well.

John Clarke is a senior editorial writer and labour specialist with the Vancouver Province.

Ontario is just now moving toward a point in the development of collective bargaining modes that B.C. reached several years ago. Construction contracts have traditionally been negotiated in Ontario on a trade-local basis. The locals of, say, the plumbers' or the carpenters' unions would bargain their own contracts. The result was something like 250 different agreements that spread all over the shop.

Now Ontario is increasingly moving toward bargaining on a single-trade basis. The plumbers, the carpenters and all the other crafts, for example, already negotiate an agreement covering all the locals in their trade. The number of agreements is thus reduced and some semblance of order is being brought to the industry.

However, B.C.'s troubles with just such a system indicate that the rationalization process has still a long way to go. The basic fault is that the trade agreement does not obviate competition *among* the trades.

Over the years a fairly precise "pecking order" has developed which is supposed to reflect the relative importance of each trade to the industry as a whole. At the top are the structural ironworkers, the electricians and the plumbers. The carpenters come in further down the line followed by the plasterers with the labourers near the bottom.

In the Sixties, economist John de Wolf, convinced the Plumbers' Union and its mechanical contractor employers that it would be wise to get out of the rat race by substituting a formula system for setting wages in place of traditional collective bargaining. For five years wages were tied to the cost of living index, plus three per cent annually for productivity gains. Meanwhile, the other construction unions continued to operate under normal bargaining conditions and the result was that the plumbers dropped way down the pecking order and were "fit to be tied" when the five years were up. They went on strike until their position was restored.

Clearly then, even within B.C.'s progressive trade-by-trade bargaining system, there is a serious fundamental weakness.

From time to time the unions have themselves tried to fashion a joint structure that would remove the element of competition. They know the dangers inherent in a system in which one union may go on strike and force other trades that may have settled to honour its picket lines while it pursues a

ontract that may be considerably etter than theirs. They know also ıe risks of a sweetheart agreeıent between an individual ontractor and an individual union hich other contractors are not repared to grant the other trades. o at various times attempts have een made to form a united front; owever the efforts have always een weakened either by one or wo unions actually splintering off n their own, or by the simple ıreat of such action.

he contractors have been somehat more successful in forming a nited front but it still has weakesses. The Construction Labour elations Association of B.C. won ccreditation rights in 1970. That ıeant it had the exclusive right to argain for all the contractors who ›ined the organization. Member onstruction firms could not leave, specially not while the CLRA was ı the midst of negotiations. So LRA created a fair amount of nity on the employers' side.

t is thought here that it would ıe better to have the unions do he job themselves rather than ave a structure imposed on hem...

lowever, it has one glaring shortoming. Independent contractors ho did not join are free to argain their own contracts with ıe unions. That permits the nions to negotiate "deals" with ıem which commit the independents to an undertaking to adopt ıe wages and conditions that are ventually negotiated with CLRA. o they continue operating, proviing employment for the trades, ven if CLRA decide to take a trike.

Paul Weiler, the chairman of B.C.'s abour Relations Board, put the ntire problem in context in a

"We may have developed a bargaining structure in B.C. which gives us the worst of both possible worlds"

recent address to the CLRA. He said:

"We now have a fundamental mismatching of the bargaining structures on the union and the employer side. To use the technical legal terms, the appropriate bargaining unit in certifications is defined in individual trade terms, while the appropriate bargaining 'group' in accreditation (on the employer's side) is defined in multi-trade sectoral terms.

"What is the predictable result of that mismatch? CLRA develops an industry-wide settlement acceptable to a large majority of the unions. But it happens not to satisfy one or two of the unions. CLRA, mindful of its role as a multi-trade bargaining agent, feels compelled to resist. The work stoppage which ensues shuts down the entire industry."

Thus, on the one hand, CLRA is vulnerable from within when one or two unions choose to strike accredited contractors, while on the other, it is vulnerable to independent contractors who stay outside the organization.

Weiler says: "We may have developed a bargaining structure in B.C. which gives us the worst of both possible worlds. We must bear with the disadvantages of centralization, by reason of the legal accreditation of CLRA. But we must also put up with the disadvantages of fragmentation, given the purely voluntary and often rather shaky hold of the B.C. and Yukon Building Trades (Union) Council. That, in a nutshell, is the problem, one which it is fairly easy to recognize. The somewhat more difficult question is: where do we go from here?"

Ontario, complicated as its construction labour relations may be, has not yet reached the level of complexity inherent in the B.C. situation. B.C. has had a taste of multi-trade bargaining, likes part of it, but doesn't quite like all of it. However, it is unrealistic to return to what Weiler calls "the lost innocence of the earlier era."

The problem in proceeding from this point to a solution is the fundamental philosophical question about the role of the law in labour relations. Should the structures on both sides be "matched" by the voluntary approach, on which most of labour relations are now based, or should there be some form of compulsion, forcing the employers and unions into single structures?

The CLRA wants "area accreditation" under which it would have the legal right and responsibility to bargain a labour contract for the whole industry, covering non-CLRA as well as CLRA members. Weiler says the idea is worth favourable consideration. "The important point," he says, "would be that CLRA would be established as the exclusive bargaining agent to deal with all the trade unions in building construction."

Such a system of compulsory accreditation would end union divide-and-conquer tactics, would eliminate the free rider advantage of the independent contractor and would thus make the employers a more cogent element thereby contributing toward the achievement of more balanced collective bargaining.

On the union side, the B.C. and Yukon Building Trades Council has tried to co-ordinate bargaining.

However, it has no legal lever either to bring all the unions under its umbrella, or keep them there during bargaining.

If the CLRA gives in to one union by agreeing to pay it more than another, the council's authority is eroded and its ability to reach a firm industry-wide package is lessened. However, if the CLRA resists the council's efforts on behalf of a certain package, then pressures build up among the unions and one or two may be induced to break off and reach their own settlement. Either way any voluntary joint structure on the union side is weakened by the absence of a legal lever.

Weiler believes the unions should give the council "the legal glue, the finishing touches which appear necessary to make it a fully effective and enduring force in B.C. construction industrial relations."

This is not to suggest, of course, that a matching of the two sides on this basis would be a panacea for all the collective bargaining troubles in the industry. Indeed, as Weiler says, "while such a revision probably is a necessary step, it is by no means a sufficient response ...the process of centralization is going to present a major challenge to both sides to exhibit a great deal more imagination and flexibility in their negotiations." However, the main point is that without such a matching process, imagination would have a hostile environment in which to operate.

...What happens in B.C. between now and the end of April will be of vital influence for Ontario, and likely for the rest of the country

Discussions and behind-the-scenes manoeuvrings are going on among the trade unions to set up voluntarily a structure that would knit them together in a way that would be satisfactory to all. It is thought here that it would be better to have the unions do the job themselves rather than have a structure imposed on them by either the LRB or the government itself. If they were to succeed, all the government would have to do would be to enact the legislation to give the structure the legal glue Weiler talks about.

However, progress is painfully slow, largely because old prejudices about where a union fits in the pecking order have to be blown away. In many ways, trade unions are among the most conservative elements in Canadian society and there will have to be a lot of head-knocking before an agreement can be reached.

The big danger is that negotiations will be launched for new contracts before an agreement can be found. Moreover, those negotiations will be carried out in the rough and tumble of free collective bargaining. And such progress as may have been made could be wiped out by competition at the bargaining table.

But if the unions can produce a joint structure, the government would be expected to extend accreditation on the employers' side so that the CLRA could bargain for the whole industry. The two sides would then be matched and collective bargaining would be truly rational for the first time in the B.C. construction business. That could influence other sections of the industry in Canada, and notably in Ontario, to follow the same pattern. Moreover, rational bargaining by the B.C. construction unions after April 14 could well set a moderate trend for negotiations throughout the country. lg

"How do you like that, Igor? Those Canadians are retiring youngsters of 65."

Paid educational leave in Canada: will the dream come true?

by Ken Bradley

Education is both a right and a ed. Workers need more educa-n if they are to participate fully society," Julien Major, execu-e vice-president of the Canadian bour Congress, told delegates tending the first Canadian work-op on paid educational leave EL) in Windsor, Ontario, vember 1, 1977. The one-day rkshop, sponsored by the Cana-an Association for Adult Educa-n (CAAE), took as its main eme the implications of applying e concept of paid educational ave in Canada. The workshop presents the first time that vernment, labour, employers, ademics and educationalists in is country have gathered to plore the significance and the kely ramifications of Canada's tifying the International Labour rganization's (ILO) 1974 Conven-on on Paid Educational Leave.

here can be no doubt that ours is society that has always regarded ducation as a key to personal ful-ment and ultimately also to cial improvement. Education has ecome a multibillion-dollar ncern. Understandably, dele-ates did not dispute the labour okesman's comment concerning orker access to education. Nor d delegates think that there is nything unusual about workers oing back to school. A reaction so understandable in view of the ct that across the country more orkers than ever are returning to e classroom either as night chool students or participants in anpower retraining programs.

Ken Bradley is an information officer with Labour Canada.

The concept of paid educational leave, however, as defined by the ILO, is new. According to ILO Convention 140, PEL is leave "granted to a worker for educational purposes for a specified period during working hours, with adequate financial entitlements." This money should enable workers to "maintain their level of earnings by continued payment of their wages and other benefits, or by adequate compensation," ...and also... "take account of any major additional costs of education or training." Countries ratifying the Convention are required to formulate policies designed to promote the granting of PEL for (a) training at any level, (b) general, social and civic education, and (c) trade union education.

As is to be expected, labour and employers especially have decidedly different opinions on PEL. These surfaced during the workshop when delegates discussed such things as who should be eligible to take leave, who should pay, how should PEL be implemented, and perhaps most importantly, what kinds of training workers should be allowed to take.

The views and comments expressed by labour, employers, academics, educationalists and government officials at Windsor were broadly similar to those expressed by their counterparts in Belgium, France, Sweden, the United Kingdom and West Germany prior to the ratification by those countries of the ILO Convention. The delegates representing government and academia, as well as the educationalists, tended to look at PEL in broad social terms. In his address, Labour Minister John Munro indicated that PEL would provide a second chance for those who missed out on educational opportunities in their youth. The Labour Minister also stated that PEL would provide a vehicle for promoting equality in the workplace. Sabbaticals and educational seminars, he told delegates, are common for bureaucrats, professionals and business executives, but not for workers.

"Paid educational leave is not a new idea", Munro said. "It's only paid educational leave *for workers* that is a relatively new idea. When you look at the education profile of Canadians, it's quite obvious that a significant percentage of the labour force is lacking in basic education, and therefore lacks equal opportunity in the job market. What intrigues me about paid educational leave is its potential for giving a second chance to the worker who is stuck in a dead-end job and has the ability and the desire to improve himself or herself."

Julien Major, however, took Munro's equality argument one step further. He told delegates that the CLC is particularly interested

in PEL not only because of the direct effect it would have on the labour force, but also because workers have paid taxes that have allowed others to enjoy the benefits of education, particularly at the post-secondary level. According to the labour spokesman, PEL will mean that workers will now be able to avail themselves of the advantages higher education affords.

Dr. Jarl Bengtsson, Counsellor with the OECD's Centre for Educational Research and Innovation, told delegates that the traditional life-cycle model of education-work-and-retirement must be made more flexible, a view shared by Dr. Allan Thomas, Executive Director of the Canadian Association for Adult Education. Like Bengtsson, Thomas believes PEL would make a significant contribution toward dispelling the myth that education is only for the young. "From the point of view of an educator," Thomas told delegates, "I cannot help but welcome any reduction in our depressing habit of grouping individuals by age."

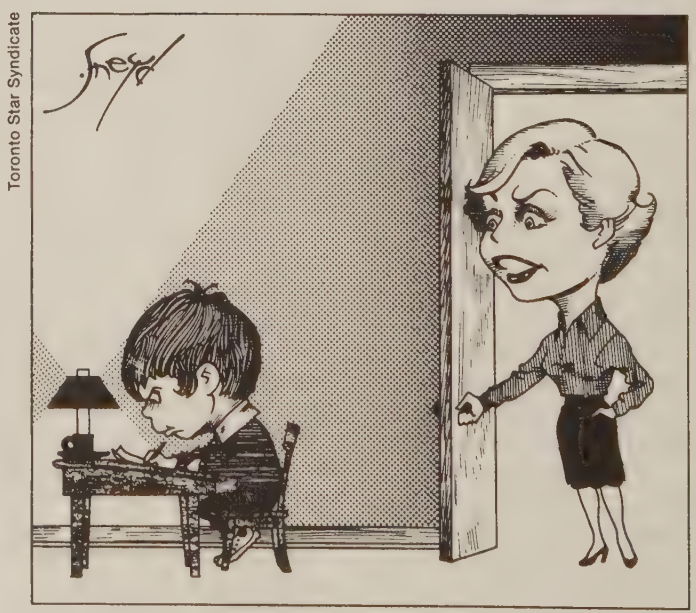
Educationalists attending the workshop unanimously agreed that PEL could be one of the most important vehicles for extending basic educational skills to the unacceptably large number of functionally illiterate Canadians, which the CAAE considers as persons with less than Grade 9 education.

For Kurt Swinton, Management Committee Chairman of the International Council for Adult Education, PEL is a necessity if Canadians are to keep pace with the ever-increasing growth of knowledge in modern industrial society. "Social, economic, scientific and technological conditions have changed to such an extent that the knowledge and skills acquired by students only a few years ago are today becoming obsolete, even useless," he told delegates. "There is a desperate need to keep our knowledge and skills updated."

"What intrigues me about paid educational leave is its potential for giving a second chance to the worker who is stuck in a dead-end job."

By contrast, Roy Phillips, Executive Director of the Canadian Manufacturers' Association (CMA) and the principal delegate representing employers, viewed PEL in more restricted terms. The title of his address was *"Education and the Competitiveness of Canadian Industry."* Phillips told delegates that any movement toward the widespread introduction of PEL has to be evaluated in terms of Canadian industry's ability to compete internationally. Said Phillips, "70 per cent of our trade is with the United States. If we can't compete with them we are in trouble." Indeed, like most employers, he was concerned that industry would be called upon to absorb the lion's share of the cost of PEL, and he suggested that Canada simply could not afford PEL as defined by the ILO.

Labour, on the other hand, argues that PEL is affordable when considered in terms of its end results. Indeed Major told delegates that PEL should, in fact, be equated with social programs like medicare and unemployment benefits. "Not too long ago," he reminded delegates, "it was felt that medicare was too costly, and it was thought that unemployment insurance benefits would break the country. Yes, there will be costs involved in paid educational leave, but these costs will be repaid a thousandfold through increased productivity, more harmonious labour-management relations and citizens who can participate fully in their communities. There will be increased contribution from all sides."



"Somehow, I don't think you being confined to your room will interest Amnesty International."

for financing, Major told delegates that the CLC believes that governments and employers will have to bear the costs. "As a minimum, it is to be expected that employees should receive their regular salary and benefits if we are to be realistic in offering educational opportunities to our labour force. An employee, even at the average industrial wage, cannot be expected to maintain himself, his family, and his normal financial commitments for the time necessary to return to school, in order to gain benefits that will accrue to the employer and to our society."

For Phillips, however, this reasoning appeared to beg a host of fundamental questions, which, he declared, would have to be answered satisfactorily, "...if Canadian's are going to seriously consider implementing the ILO convention." For example, Phillips inquired, "At what level of employee is this concept to be applied? Is it the intention of those who favour the concept to extend its application to every adult? Moreover, even if it is accepted that someone is going to get paid, there is still the question of 'How much and by whom?' " Phillips also enquired whether it was implied that the employee could be called upon to make any substantial financial contribution, or whether the employer would be required to pick up the entire cost?

Indeed," Phillips went on, "Who is assumed to benefit from the greater education — the employer or the employee?" The answer to this question he considered, would provide some guidelines on how to share the costs, but observed that this would still leave open the question of how the expected benefits should be measured, as well as that of the degree of commitment to the enterprise that should be expected of the employee after he/she had received paid educational leave.

In Phillips' opinion other questions also need to be asked in relation to the basic objectives of PEL; thus he observed that, "It is fairly easy to state very broad objectives such as: 'To provide opportunities for employed people to learn new skills.' But should this be related only to some areas such as adapting to technological change or should there be a broader coverage of areas such as personal fulfilment and developing skills in citizenship and government? Who should decide what types of education and training are desirable? There may be a simple answer here that the one who pays the piper should call the tune. These are hard questions but they have to be answered — they cannot be sloughed off."

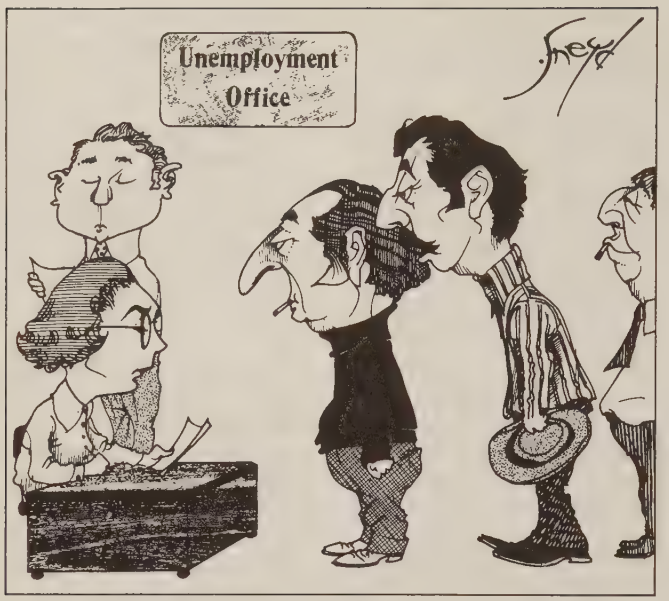
Labour has argued that PEL is affordable when considered in terms of its end results...that it should be equated with social programs like medicare and unemployment benefits.

Phillips went on to argue that if industry is to be expected to meet the full cost of allowing workers to return to the classroom, it should only be on the grounds that the instruction they receive will make them more productive on the job. Employers, he emphasized, should not be asked to subsidize general interest education, which he felt should primarily be the responsibility of the individual. Moreover, in this connection he pointed to the fact that recent years have witnessed a considerable improvement in opportunities for adult education, while at the same time improvements in income, the standard of living, vacations and hours of work have all added to the ability of workers to take advantage of these opportunities at minimal cost. "Indeed," he declared "such an investment of an individual's own time and money in pursuit of training or education is desirable so that educational opportunities are not used frivolously."

Organized labour and the academics and educationalists, not surprisingly, do not share these sentiments, primarily, because they view general education as an essential element in the individual's overall development. Moreover, they consider employer participation inevitable because workers will undoubtedly have to be allowed some time off from work.

Against this, Phillips, argued that allowing workers time off with pay to attend courses, other than those directly related to their employment, would detract from individual initiative and responsibility for self-improvement. "There are some who argue that employees should not have to use leisure time for educational purposes. I strongly disagree. Making it too easy erodes any sense of individual responsibility for personal development. Such educational efforts should not be regarded as an intrusion on a person's leisure time, but as a choice as to how leisure time is used. The course may be in pursuit of a leisure or recreational activity, it may provide an outlet from the normal job, or it may be part of career development. In any event such efforts should be regarded as a productive use of a person's leisure time and not as an argument in favour of paid educational leave."

Phillips' views on general interest education effectively served to



Toronto Star Syndicate

"And what's gonna happen to us when they're laid off?"

highlight one of the major differences of opinion between employers and labour concerning PEL. Employers, for example, seem willing to endorse PEL only if it is defined in terms of current job related training. Labour, on the other hand endorses the much broader view of PEL espoused by the ILO. Indeed, Major told the workshop that the CLC is fully committed to the implementation of PEL as defined by the ILO Convention. "Confusion exists in Canada about the definition of PEL...I am not talking about sabbaticals, I am discussing a system with far broader and more flexible educational opportunities." He also declared that the CLC supports the idea of workers being granted educational leave during normal working hours without loss of earnings or other benefits.

Said Major, "We will continue to work for leave that will allow the labour force of this country to undertake training for their current job or future job opportunities, training that will allow them to participate more fully in their communities and the government of this country and training that will allow them to participate in their daily labour-management relationship."

Moreover, he went on to say that the adoption of PEL would mean the promotion of employment and job security, lifelong education that would facilitate adjustment to contemporary requirements. "The days are long past when we can leave school and enter a job knowing we will remain in that occupation for the rest of our lives and assume that any new skills will be picked up on the job," he declared. "Today we must equip ourselves to be flexible in our skills so we may adapt to new situations and change. A workforce with a broad knowledge will have this adaptability to fully contribute to our society." However, he went on to observe that PEL clauses currently found in collective bargaining agreements in Canada, despite what government and employers say about them, do not yet embody these principles.

Making it too easy erodes any sense of individual responsibility for personal development...

Despite the comments made by Phillips of the CMA, Labour Minister John Munro was optimistic that employers would give serious consideration to PEL if only because of its potential for increasing productivity. "Any reference to a study of the feasibility of paid educational leave is subject to criticism by a host of naysayers," he said. "By calling for an examination of the idea, I am not unmindful of our most pressing economic problems, including those of inflation and unacceptably high levels of unemployment. But I would suggest that paid leave could be a valuable tool in improving our competitive position, as well as contributing a measure of justice to the work place. Moreover, while expressing his belief that paid leave was not the only thing that could be done to maintain, or improve productivity, he suggested that it could nevertheless prove an important factor. He went on to observe that in order to successfully compete in both domestic and foreign markets, Canada also has to ensure that her plants and equipment are up-to-date. "We must count on our management to be innovative and enterprising" he said. "Our costs of production, including our wage costs, must be competitive. But certainly not least of all, we must ensure that our labour force is the best trained, and has access to retraining."

Like Munro, Major also believes that PEL will help Canada become more competitive. "Canada needs an educated workforce that can operate at capacity and produce

e necessary goods and services," he told delegates. "We nnot afford to have machinery anding idle or production costs crease because we do not have e trained personnel to function a cost efficient manner."

illips, however, was not nvinced that increased productity and economic prosperity ere necessarily the natural outowth of a more highly educated orkforce. "The promise of the 60s that more education would ing prosperity and full employent has not been realized" he clared. "In fact the opposite is ue — a disturbingly high proporon of our young people are not nding jobs related to their ducation — or are not finding bs at all. There is a disparity in hat the educational system is oviding and the opportunities at our economic system is proving. We should not lose sight of is hard reality as we discuss aid educational leave." As far as illips is concerned there is a fference between a well-trained orkforce and a well-educated orkforce.

illips also told delegates that anada is not getting the highest ssible return on public educaon expenditures and suggested at the government should take eps to improve existing educaonal and manpower training ograms. At the same time he alled for a full examination of isting manpower and education olicies before any steps are taken ward instituting generalized paid ducational leave. As far as he is oncerned, a reorientation in inking is needed, particularly in e government's approach to anpower training. The current mphasis on institutional training opposed to on-the-job training,

Employers...seem willing to endorse PEL only if it is defined in terms of current job related training.

he suggested, has considerably lessened the effectiveness of retraining programs.

On the other hand, the government has argued that industry is not doing its share in terms of worker training programs. Munro, for example, cited a survey of industrial training conducted by Statistics Canada in 1970 that indicated that out of 44,000 firms surveyed, some 72 per cent had no organized training.

Against this, however, Phillips argues strongly that industry is, in fact, doing its share. "Most employers could not survive without training and development of their employees" he declared. "But unfortunately there is little public recognition of the extent to which industry is involved in educational programs."

But how is PEL, as defined by the ILO, to be implemented, if indeed it ever is?

The voice of the employers, like that of the turtle, is sounding loud and clear in the land. As Phillips observed, "Because the CMA believes that matters pertaining to employer/employee relations are best determined by the parties without government interference, we hope that governments will refrain from introducing legislation imposing paid educational leave. In today's economic circumstances we cannot afford to increase the share of our resources devoted to education."

The voice of labour resounds equally clearly. "We would welcome legislation in this area as it will not only help our members, but will be of assistance to all working Canadians." But, as Major added, "it is the apparent tradition in collective bargaining that unions must take the initiative." "Once the majority of the labour force negotiates the benefit," he said, "legislation can be undertaken and the benefit passed on to the unorganized worker. In the meantime the CLC will continue to discuss PEL in public forums at every available opportunity."

The voice of government, as always, is optimistic but cautious. More study on paid educational leave is needed. And the subject is open for full and exhaustive discussion. Indeed, that is why PEL was included as one of the 14-points of the government's new labour program announced in the October 1976 Speech from the Throne — to open the door for a three-way ongoing dialogue.

Summarizing the government's view, John Munro stated: "In the typically Canadian fashion, we may take a long time to ratify the ILO convention, but we manage to support it in many practical ways... I hope that as more Canadians consider PEL's potential they will view it as I do — paid educational leave becoming a more significant factor for improving social mobility, for improving equality of opportunity at work, and for improving productivity."

At the moment PEL is, in Munro's words, "a good dream." Someday, with the full co-operation of all concerned, it may become a reality. lg

Labour legislation in Canada, 1977

Part 1A: Labour relations — general

by William H. Langford

Since January 1977, amendments to industrial relations legislation have been made in British Columbia, Nova Scotia, Prince Edward Island, Quebec, Manitoba, Saskatchewan and the federal jurisdiction.

Significant amendments to the Labour Code of **British Columbia** became effective September 27, 1977. The police and certain dependent contractors are still covered by the Code, but managerial exclusions under the definition of "employee" are made more explicit: superintending, directing and controlling employees are now included in the functions of those excluded as well as confidential capacity in matters relating to labour relations or personnel and planning or advising in the development of management policy for the employer.

No employer shall refuse to agree with a trade union, certified as the bargaining agent for his employees who have been engaged in collective bargaining with a view to concluding their first collective agreement, that all employees in the unit, including those exempted on religious grounds, will pay union dues from time to time to the trade union. The conditions imposed on the employer not to alter terms or conditions of employment for a period of 30 days after a union has applied for certification for a bargaining unit of employees has been dropped, and in addition the

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employer is no longer required to supply the trade union with a list of names, addresses and telephone numbers of the employees in the intended unit. The employer is now free to communicate to an employee a statement of fact or opinion reasonably held with respect to the employer's business.

The objects and policy of the Labour Relations Board are restated for clarity and to emphasize its public interest concern.

The amendment raises to 45 per cent (from 35 per cent) members in good standing required for a certification application, and the frequency of applications for certification is limited. Where, in respect of an application for certification, the board is satisfied that not less than 45 per cent (was 35 per cent) and not more than 55 per cent (was 50 per cent) are members in good standing, the board shall direct that a representation vote be taken. The amendment raises from 35 per cent to 45 per cent the membership requirement where a trade union requests that a representation vote be taken.

Automatic certification was previously based on a simple majority; the new requirement is for more than 55 per cent of the employees in the unit to be members in good standing of the trade union. However, where a representation vote is taken and less than 55 per cent of eligible employees cast ballots, the board may direct that another vote be taken, in which case a majority of employees in the unit who cast ballots and who vote to elect the trade union determines certification.

The board is authorized to extend the 72-hour notice where a longer period is required for the protection of perishable property or life, health or property. "Perishable property" includes goods, commodities or property which are imminently subject to spoilage or may imminently become dangerous to life, health or to other goods, commodities or property. For the protection of perishable property, life, health or property, the board may, on application or on its own motion, direct a trade union or an employer to give more than 72-hours notice of a strike or lockout and may prescribe the length of the written notice required and such terms as it considers necessary or advisable.

The 1977 Statutes Amendment Act includes a provision also effective September 27 that the Labour Code of British Columbia does not apply to the relationship of employer and employee between a university and its faculty members.

nendments to the Trade Union t, effective May 19, 1977, set out e **Nova Scotia** Labour Relations ard revised procedures in aling with applications for rtification. A vote of the nployees concerned will be ken by the Labour Relations ard at the place of employment ring working hours no more than e working days after it receives e application from the trade ion and three working days after e board's notices are received the employer, subject to delay the board decides to make inves- gations or hold a hearing. As fore, the board determines ether the unit applied for is propriate for collective bargain- g and may, before certification clude additional employees or clude employees from the unit. here a vote is counted, the board ill remove and destroy without unting the ballots cast by rsons not in the bargaining unit termined to be appropriate.

s before, when the board has termined that a unit of nployees is appropriate for llective bargaining, if the board satisfied that at the date of ing application for certification e applicant union has less than per cent of the employees embers in good standing, the ard dismisses the application.

ne board will now take and count vote where 40 per cent or more employees in the unit are union embers in good standing. reviously the vote was taken here not less than 40 per cent nd not more than 60 per cent of e employees were members in od standing. Where the vote is ken and the majority of votes ast are in favour of the applicant, e board will certify that trade ion as bargaining agent of the nployees in the unit. Pre- ously, the trade union was certi- ed if the board was satisfied that not less than 60 per cent of the employees had voted and that a majority of those voting had selected that trade union.

New sections lay down discretionary powers of the board:

Where, in the opinion of the board, an employer or employer's organization has contravened this Act or regulations made pursuant to this Act in so significant a way that the representation vote does not reflect the true wishes of the employees in the bargaining unit determined to be appropriate for collective bargaining, and in the opinion of the board the applicant trade union, at the date of the filing of the application for certification, had as members in good standing not less than 40 per cent of the employees in the unit, the board may, in its discretion, certify the trade union as bargaining agent of the employees in the unit.

Where in the opinion of the board the applicant trade union or a representative of the trade union has contravened this Act or regulations made pursuant to this Act in so significant a way that the representation vote does not reflect the true wishes of the employees in the bargaining unit determined to be appropriate for collective bargaining, the board may, in its discretion, dismiss the application.

Where in the opinion of the board the applicant trade union or a representative of the trade union has contravened this Act or regulations made pursuant to this Act so that the membership information filed with the application does not represent the true wishes of the employees in the unit determined to be appropriate for collective bargaining the board may, in its discretion, dismiss the application.

The board is empowered to prescribe the nature of evidence to be furnished to it and the board or any person to whom it may in writing delegate the authority may, in all matters relating to certification requiring a determination to be made, make or cause to be made any examination of records or other inquiries, hold any hearings or supervise the taking and counting of any votes that it deems expedient. Hindrance or obstruction of the board or its authorized delegate in the exercise of these powers is forbidden.

In **Prince Edward Island** an amendment to the Labour Act received Royal Assent May 13, 1977. The waiting period of 21 days after the conciliation officer has filed his report with the Minister of Labour that he has been unable to bring about an agreement between the parties (and a conciliation board or mediator has not been appointed) is reduced to 14 days.

The **Quebec** Charter of the French Language was sanctioned August 26, 1977. Chapter VI designates that French, the official language of Quebec, will henceforth be the language of labour relations.

- All the employers' written communications to his staff must be in French.

- Collective agreements and schedules to them must be drafted in French for filing pursuant to section 60 of the Code.

- Only the duly authenticated French version of an arbitration award settling a grievance or dispute regarding the negotiation, renewal or review of a collective labour agreement is official; this rule also applies to decisions rendered under the Labour Code by investigators, investigation commissioners and the Labour Court.

- An employer is prohibited from

dismissing or demoting a member of his staff for the sole reason that he is exclusively French-speaking or that he has insufficient knowledge of a particular language other than French. Contravention of this provision, in addition to being an offence against this Act, gives an employee the same entitlement to vindicate his rights through an investigation commissioner appointed under the Labour Code as if he were dismissed for union activities. The provisions (Sections 14-19) of the Labour Code concerning reinstatement of a dismissed employee then apply.

- Employers are prohibited from making acquisition of employment or position dependent upon knowledge of a language other than French unless the nature of the duties requires the knowledge of that other language.

- Burden of proof that knowledge of the other language is necessary is on the employer, at the demand of the person or association of employees concerned or, as the case may be, the Office de la langue française, which has the power to decide any dispute.

- Except as they regard the vested rights of employees and their associations, juridical acts, decisions and other documents in a language other than French are null; however, the use of a language other than French is not to be considered a "defect of form" within the meaning of Section 134 of the Labour Code.

- Employees' associations must use French in written communications with members. The use of the language of an individual member is permitted in correspondence with him.

- All these provisions are deemed to be an integral part of every collective agreement and any agreement provision to the contrary is void.

The **Manitoba** Department of Labour Act amendment which came into force June 18, 1977, provides that the Labour Board may sit in divisions as long as a quorum is present at the sitting, previously "in each division." As before, two or more divisions may sit simultaneously. The Chairman (previously the Minister of Labour) after consultation with the board, may direct what matters shall be heard and determined by a division, and where a division is to hear and determine a matter, the chairman ("secretary" before) determines which members representative of the views of employees and which members representative of the views of employers shall sit on the division.

A new section added to the **Saskatchewan** Trade Union Act, assented to May 10, 1977, clarifies the rights of the parties after expiry of a collective bargaining agreement.

Most of the amendments to the Corporations and Labour Unions Returns Act (CALURA) of **Canada** relate to corporations, general and technical matters, spelled out in Bill C-7 which received Royal Assent October 26, 1977.

Among changes relating to labour unions are the following:

The definition of "union" is broadened and clarified, as an "organization of employees that has as one of its purposes the regulation of relations between employers and employees and that has a constitution setting out its objectives and its conditions for membership."

Part II applies to every labour union carrying on activities as such in Canada, with 100 or more members resident in Canada. Independent local unions are now brought within the scope of the Act. The amendment reduces from six months to 90 days the period of time after the end of a reporting period within which a union must file a return. Additional information required in the return is the number of members (male and female) of any local union or branch and the total number of employees covered by the agreement. Unions must file a separate financial statement for each special fund of the union.

International unions operating in Canada must report separately expenditures directly related to their operations in Canada. Provision is made for a union to file a statement showing all expenditures made by it, even indirectly, for the benefit of members resident in Canada that were not reported elsewhere. A union must file returns required under Section 10 of the Act not less than 30 days after the last day of the reporting period during which it ceases to exist.

Union financial statements must be accompanied by an auditor's report.

Information contained in returns filed under the Act must now be made available to the Minister of Consumer and Corporate Affairs or the Minister of Labour, as the case may be, rather than duplicates of the returns being kept at the Departments of those Ministers. The Chief Statistician is authorized to provide free of charge any information obtained from returns filed by unions to any department or agency of the Government of Canada or the government of any province, and any such department or agency may publish any information so provided. lg

Comment

ost of indexing pensions

aurence E. Coward, commenting the cost of indexing pensions r retired persons (Labour azette, November 1977), arrives at total of $5,400 million as the timate cost of *one year* (1976-77) indexing. He does this by alculating, so it seems, the entire ture cost of the initial $680 illion per year until all the rrent pensioners are dead. The sultant figure of $5,400 million indeed a formidable one, but hat does it relate to?

he insists on projecting costs of dexing into the indefinite future, e should also relate the result to e Gross National Product for ose same years, out of which the ensions will actually be paid. As pointed out in my article (Labour Gazette, July 1977), the resultant real cost will not be found to be in any way alarming.

The simple truth is that we all, workers, children and pensioners, live on the production of the economy year by year. The valid comparison is therefore the one presented in my article — an annual cost for indexing *all* pensions commencing at approximately 0.4 per cent of GNP and rising, in a modest and far from catastrophic fashion, as the average age of the population increases during the next half century. As my examples showed, GNP can be expected to rise, in absolute terms, at a significantly higher rate than that of the increase in indexed pension costs. Interestingly enough, Mr. Coward admits that, in reality, indexing is largely a 'pay-as-you-go' process.

Contrary to the views often expressed in 'letter to the editor' in our daily press, indexing pensions will not bankrupt the economy any more than will the enormously greater amounts involved in the annual adjustments of the earnings of those who are still employed. These adjustments are, of course, composed, in significant part, of index-like corrections for increases in the cost of living. Doubtless even actuaries and officers of firms of pension consultants participate in the benefits flowing from these regular corrective actions?

Leslie W.C.S. Barnes
Ottawa

Books

he Harassed Worker

y **Carroll M. Brodsky,** Lexington ooks, D.C. Heath and Company, exington, Massachusetts, 1976. 74pp.

his book should give the reader a ew perspective on problems in he workplace — provided, of ourse, you have the stamina to lough your way through it! *The larassed Worker* is an exhaustive nd exhausting study of psychic njury on the job. It is so detailed nat it will likely appeal only to those with an academic interest in the subject matter. And its presentation also defies all but the most dedicated reader — the typeface is small, and most pages are an unrelieved sea of type.

Nonetheless, Brodsky does deal with a phenomenon which everyone has encountered in some form or another. His book is based on a number of claims filed with California Workers' Compensation Appeals Board and Nevada Industrial Commission, claims of workers who stated that they were unwell and unable to work because of ill-treatment by employers, co-workers or consumers, or because of excessive demands for work output.

Brodsky defines harassment as "behavior (which) involves repeated and persistent attempts by one person to torment, wear down, frustrate or get a reaction from another. It is treatment that persistently provokes, pressures, frightens, intimidates or otherwise discomforts another person." He then proceeds to describe the different ways in which harassment manifests itself, and the

types of personalities most likely to be involved. He clarifies his observations by citing the experiences of various workers who had filed disability claims.

Although the individual case histories are interesting, and sometimes even shocking, there is one point which is not quite clear. Brodsky argues both for a society and for business organizations which recognize, and hopefully try to prevent, harassment, yet many of the cases he cites concern individuals who are clearly predisposed to become victims simply by virtue of their own psychological make-up.

In fact, Brodsky devotes a whole chapter to a profile of the common traits of the victims of harassment — paranoid, rigid, compulsive, humourless, etc. Then, almost as an afterthought, he reports that some of those who filed claims *had* in fact suffered harassment in the purely objective sense.

Brodsky concludes that, "Harassment cannot be eliminated but it can be reduced in frequency, intensity and duration." It cannot be eliminated, he feels, because to some extent it is "a basic mechanism in human interaction," a way people use to test each other out. He recommends intervention both by government and by employers to attenuate the harassment process, and to limit whatever social support it has. He also suggests that groups or committees of workers be set up to help reduce harassment and to handle grievances against superiors and co-workers.

Brodsky's parting words are, "...it is hoped that through study of the causes of these problems and through education and legislation, their occurrence will be reduced." After finishing the book, it is difficult to understand exactly what *are* the specific causes of harassment, although one is more familiar with its psychological motivations and manifestations. I suspect some of this confusion stems from Brodsky's tendency to repeat himself, often at painful length.

M. O'Rourke

Research Notes

Compensation

Assessing Trends in Canada's Competitive Position: The Case of Canada and the United States, by James G. Frank. The Conference Board in Canada, November 1977.

This study examines recent trends in the competitiveness of the Canadian economy relative to that of the United States. The analysis focuses on two determinants of competitiveness: trends in relative labour costs for 83 industries over the period 1966 to 1975 and trends in relative productivity for a selection of 33 manufacturing industries. The study finds that there was a narrowing of the earnings differential in all 83 industries over the ten-year period and that a majority of the industries studied is close to or has exceeded parity on an exchange rate adjusted cost basis. At the same time, relative labour productivity levels rose about 15 percentage points to about 80 per cent of the U.S. level over the period 1967 to 1974 for the selection of 33 manufacturing industries.

●

"Labour Share of National Income," by David Rice. *Labour Research Bulletin,* October 1977.

This article analyzes trends in labour's share of national income in Canada and British Columbia for the past 15 years. The author shows that the wage and salary component of net national income in Canada increased from 68.4 per cent in 1961 to 73.2 per cent in 1976. However, the total labour share (which includes military pay and estimated labour earnings from agriculture and unincorporated business) has consistently fluctuated around the 81 per cent mark. The wage and salary component of net income in British Columbia shows a gradual upward movement over the period examined, though it shows more cyclical variation than the national statistic. As with the national statistic, no consistent upward trend is visible in the labour share when it is adjusted for the labour earnings from agriculture and unincorporated business. Its 79.4 per cent average for the period analyzed is almost two full points less than the national share, reflecting a more capital intensive provincial economy.

Discrimination

Equal Rights and Industrial Relations. Industrial Relations Research Association, 1977.

The IRRA's most recent annual research volume seeks to assess

rrent knowledge of the effective-
ss of recent governmental
forts in the U.S. to eliminate race
d sex discrimination in the
bour market. The volume, which
nsists of nine papers, proceeds
m an analysis of the sources
d effects of labour market discri-
ination to an evaluation of
forts in several sectors to
ualize employment opportuni-
s, and lastly to a summary
sessment of the outcome of
deral efforts to overcome racial
scrimination. One conclusion
at emerges from the study is
at forces internal to the
dustrial relations system (such
hiring tests and seniority
stems), as well as others
ternal to it, present continuing
bstacles to the advance of
inority groups.

ours of work

The Four Day/Forty-Hour Week:
ho Wants It?" by Randall B.
unham and Donald L. Hawk.
cademy of Management Journal,
ecember 1977.

ttitudes toward 4/40 work
chedules were studied for 1400
ersonnel who worked a 5/40
chedule. The analysis indicates
at the workers most likely to
ave positive 4/40 attitudes would
e young, with a low job level, low
nure, and low income. They
ould have relatively low general
atisfaction, low satisfaction with
ay and the kind of work, and low
ompany identification. They
ould also perceive both the work
roup and the total organizational
limate as somewhat negative. The
nding that, in general, persons
ith low attitudes toward work and
e work environment have posi-
ve 4/40 attitudes leads the
uthors to agree with other writers that the 4/40 schedule may be viewed most favourably when it is considered as a partial escape from negative work and work-related factors.

●

"Employee Acceptance of a Four-Day Workweek," by Myron D. Fottler. *Academy of Management Journal,* December 1977.

An experimental work schedule consisting of four 10-hour days was initiated at a large metropolitan hospital. Six months after the introduction of the new schedule, a bare majority of the employees favoured its continuation. Interviews revealed also that favourable responses to the 4/40 week appeared to be due to the correlates of the new schedule rather than to the 4/40 innovation itself. Males, employees in jobs with low physical demands, and those perceiving an upgrading of their status and responsibility as a result of the 4/40 week were most favourable. The author concludes that such variables as job enrichment, management leadership style, and changes in workplace organization and group membership may be more important determinants of acceptance of the 4/40 week than the innovation itself.

Manpower

Skilled Labour Supply Imbalances: The Canadian Experience, by William Dodge. British North American Committee, 1977.

This paper by the former secretary-treasurer of the CLC is one of a series of studies analyzing skilled labour shortages in Britain and North America. It is based on extensive interviews with representatives of business, trade unions, government departments and other groups in Canada in 1976 and 1977. The author concludes that while skilled labour shortages are not obstructing economic expansion at the present time, they have done so and will probably do so in the future. Skilled labour needs now and for several years hence should be carefully assessed and measured against the various means of meeting them and fresh emphasis should be placed on manpower policies aimed directly at the correction of supply and demand imbalances in the labour market.

Trade unions

Taux de syndicalisation au Québec — 1975, by François Delorme and Gaspar Lassonde. Ministère du Travail et de la Main-d'oeuvre, November 1977.

This is an update of a previous article in *Travail Québec* which analyzed the growth of trade unionism in Quebec. The authors analyze rates of unionization by industry in Quebec, using a measure of effective unionization. This is obtained by calculating union membership as a percentage of the labour force exclusive of unemployed, self-employed and unpaid family workers. In 1975, the overall rate of unionization, using this measure, was 38.0 per cent, compared with 31.7 per cent of the total labour force.

The foregoing was prepared by Laurence A. Kelly, an independent industrial relations researcher and writer in Kingston, Ontario.

Additions to the Library

The publications listed below are recent acquisitions. They may be borrowed through a local library (business, university, public, etc.) or directly — if there is no local library — by writing to The Chief Librarian, Labour Canada, Ottawa, Ontario K1A 0J2, indicating the author, title and publisher.

Arbitration, Industrial

Landis, Brook. *Value judgments in arbitration: a case study of Saul Wallen.* Ithaca, New York State School of Industrial and Labor Relations, Cornell University, 1977. 184p. (Cornell studies in industrial and labor relations, v.19)

Collective Agreements

Ontario. Ministry of Labour. Research Branch. O.H.I.P., major medical, prescription and dental plans in Ontario collective agreements, April 1977 (Toronto) 1977. 16p. (Its Bargaining information series, no. 25)

Collective Bargaining

Edwards, Claude A. *Some reflections on white collar collective bargaining.* Kingston, Ont., Industrial Relations Centre, Queen's University, 1977. 17p. (Queen's University. Industrial Relations Centre. Reprint series, no. 40)

Ponak, Allen M. *Registered nurses and collective bargaining: an analysis of job related goals.* Madison, University of Wisconsin, 1977. 197p.

Québec (City). Université Laval. Département des relations industrielles. *Participation et négociation collective,* publié sous la direction de Laurent Bélanger, Jean Boivin, Gilles Dussault et Alain Larocque. Québec, Les Presses de l'Université Laval, 1977. 145p.

Rowan, Richard Lomar. *Multinational bargaining in metals and electrical industries: approaches and prospects,* by L. Rowan and Herbert R. Northrup. Philadelphia, Industrial Research Unit, Wharton School, University of Pennsylvania, 1977. 29p.

Tanimoto, Helene S. *Guide to statutory provisions in public sector collective bargaining: impasse resolution procedures.* Second issue. Honolulu, Industrial Relations Center, University of Hawaii, 1977. 170p. (University of Hawaii. Industrial Relations Center. Occasional publication no. 122)

Contract Clauses

Sack, Jeffrey. *Contract clauses; a union manual on contract language.* Toronto, L.A.N. Publications, 1977. 226p.

Corporations, International

Conference Board. *Multinational corporations in comparative perspective,* by Joseph LaPalombara and Stephen Blank. New York, 1977. 76p.

Hours of Labour

Leckie, Norm. *Determinants of work hours in Canada,* by Norm Leckie and Keith Newton. Ottawa, Economic Council of Canada, 1977. 30p.

Maric, D. *Adapting working hours to modern needs: the time factor in the new approach to working conditions.* Geneva, International Labour Office, 1977. 50p. Titre en français: L'aménagement du temps de travail: le facteur temps dans le nouveau concept des conditions de travail.

Human Rights

Hill, Daniel G. *Human rights in Canada: a focus on racism.* Ottawa, Canadian Labour Congress, 1977. 44p. Titre en français: Les droits de la personne au Canada: regard sur le racisme.

Income

Income redistribution. Edited by Colin D. Campbell. Washington, American Enterprise Institute for Public Policy Research, 1977. 267p.

Industrial Disputes

Kennan, John F. *Collective rationality and the economic theory of strikes.* Hamilton, Ont., McMaster University, Department of Economics, 1977. 26p. (McMaster University, Hamilton, Ont. Department of Economics. Working paper no. 77-18)

Industrial Health

Canada. Department of National Health and Welfare. *Occupational*

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lustrial Relations

nmark. Ministry of Labour. Inter-ional Relations Division. *Indus-l relations,* by Stig Kuhlmann. penhagen, 1977. 48p.

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nderson, Joan. *A guide to lustrial relations legislation in rthern Ireland.* Compiled by ncis Reynolds from books by an Henderson. London, Indus-l Society, 1977. 56p.

bour Organization

ndmuller, John Philip. *The thority of national trade union nfederations: a comparative alysis.* Ithaca, N.Y., 1977. 1-107. (Cornell University. New rk State School of Industrial and bor Relations. Reprint series . 417)

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nerican Enterprise Institute for blic Policy Research. *Minimum ge legislation.* Washington, 77. 32p.

ultiple Jobholding

S. Bureau of Labor Statistics. *Multiple jobholders, May 1976.* Washington, G.P.O., 1977. 19p.

Noise

Canada. Occupational Safety and Health Branch. *Guidelines for the administration of the Canada noise control regulations.* Ottawa, 1977. 8, 8p. Titre en français: Directives concernant le règlement du Canada sur la lutte contre le bruit.

Pensions

International Labour Office. *Pensions and inflation; an international discussion.* Geneva, 1977. 136p. Titre en français: Pensions et inflation; examen international.

Physical Fitness

Collis, Martin L. *Employee fitness.* Ottawa, Health and Welfare Canada, 1977. 130p. Titre en français: Santé physique des employés.

Quality of Working Life

O'Toole, James. *Work, learning, and the American future.* San Francisco, Jossey-Bass, 1977. 238p.

Wage Policies — Government

Cousineau, Jean-Michel. *L'impact de la politique canadienne de contrôle des prix et des revenus sur les ententes salariales,* par Jean-Michel Cousineau et Robert Lacroix. Ottawa, Conseil économique du Canada, 1977. 21p.

Firestone, Otto Jack. *The changing concept of incomes policy.* Ottawa, Department of Economics, University of Ottawa, 1977. 51p. (Ottawa. University. Department of Economics. Research paper no. 7716)

Reid, Frank J. *Control and decontrol of wages in the U.S.: an empirical analysis.* Toronto, Centre for Industrial Relations, University of Toronto, 1977. 23p. (Toronto. University. Centre for Industrial Relations. Working papers no. 7701)

Wages on Dismissal

U.S. Congress. Senate. Committee on Governmental Affairs. Permanent Subcommittee on Investigations. *Supplemental staff study of severance pay-life insurance plans adopted by union locals.* Washington, G.P.O., 1977. 50p.

Women — Employment

Howe, Louise Kapp. *Pink collar workers; inside the world of women's work.* New York, Putnam, 1977. 301p.

Townson, Monica. *Women in the public service; have new directives been effective?* A review of employment statistics for 1976. Ottawa, Advisory Council on the Status of Women, 1977. 27p.

PRICES, EMPLOYMENT, AND EARNINGS

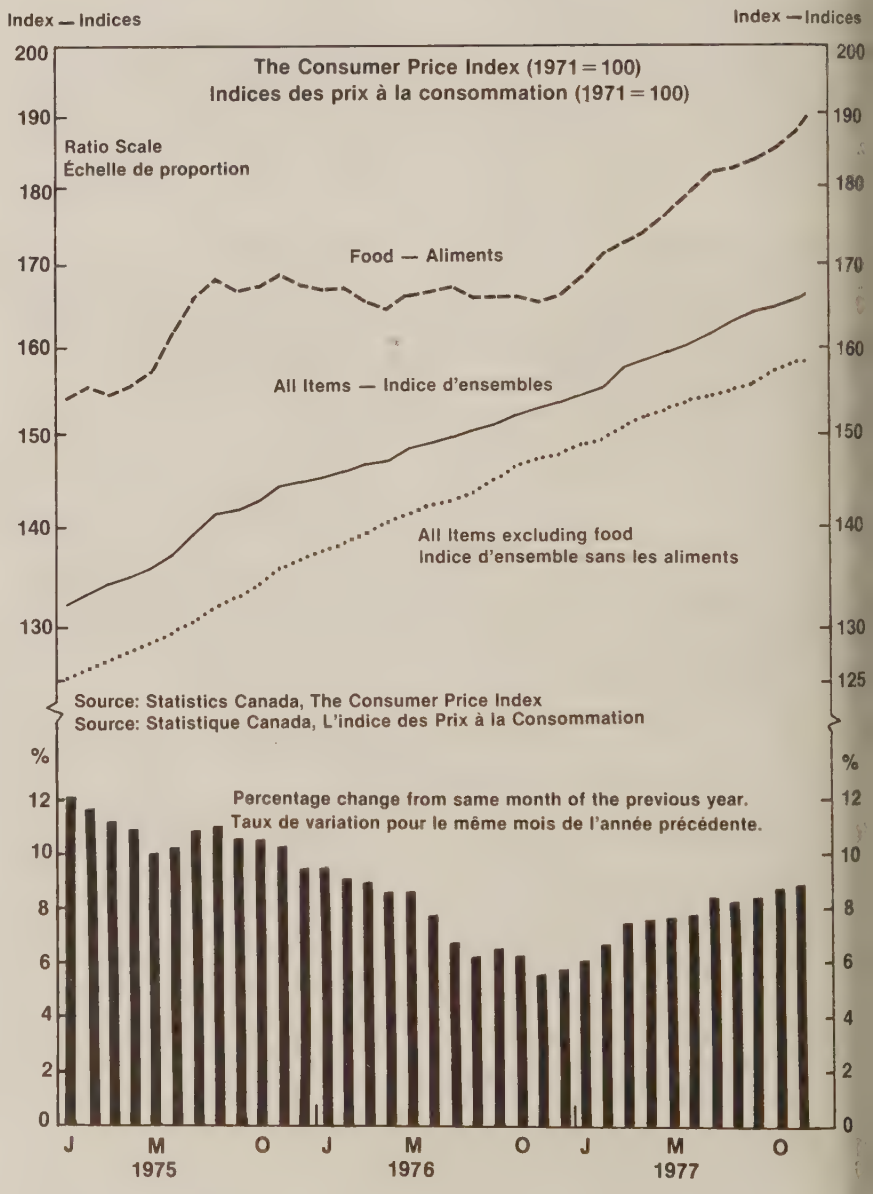
THE CONSUMER PRICE INDEX — NOVEMBER 1977

The Consumer Price Index (1971 = 100) increased 0.7 per cent to 166.1 in November from 165.0 in October. On a year-over-year basis the increase was 9.1 per cent, the largest twelve-month increase for almost two years. Higher transportation costs and food prices contributed about 70 per cent to the overall increase of the CPI.

Transportation costs, which account for 15 per cent of the average family's budget, contributed 35 per cent to the latest increase. Higher retail prices for new cars, which increased 4.2 per cent from September, were chiefly responsible. Purchase prices for private automobiles, after adjustment for quality changes, were 9.8 per cent higher than in November 1976. Higher air fares also had an impact on the increase in the transportation index.

Higher prices for fresh vegetables, up 12.4 per cent from the previous month and 30.3 per cent from a year ago, were largely responsible for an increase of 0.8 per cent in the food index in November and a twelve-month increase of 13.9 per cent. Higher prices for fresh fruits and poultry also had a notable impact on the food index along with increased prices for frozen foods and processed vegetables. A decline in the prices for beef and pork products partially offset these prices increases. The cost of food for home consumption rose 1.0 per cent to bring the index 15.9 per cent higher than in November 1976.

The increase in the all-items index, excluding food, was more moderate in spite of the rise in the transportation index. The increases of all other components, except health and personal care, were below average. Higher charges for personal care (haircuts and hairdressing) and higher shelter costs accounted for some of the increases. The all-items index excluding food, increased


Index — Indices
Index — Indices
The Consumer Price Index (1971 = 100)
Indices des prix à la consommation (1971 = 100)
Ratio Scale
Échelle de proportion
Food — Aliments
All Items — Indice d'ensembles
All Items excluding food
Indice d'ensemble sans les aliments
Source: Statistics Canada, The Consumer Price Index
Source: Statistique Canada, L'indice des Prix à la Consommation
%
Percentage change from same month of the previous year.
Taux de variation pour le même mois de l'année précédente.
J M O J M O J M O
1975 1976 1977

ɔer cent from October and
ɔer cent from a year ago.

) seasonally adjusted CPI
eased 0.7 per cent in
ember and the food com-
lent increased 1.3 per cent. The
ent annual rate of change,
ed on seasonally adjusted
vements in the latest three
hths, advanced significantly to
6 per cent. It has been
easing gradually since August,
which time the rate was 6.2 per
t.

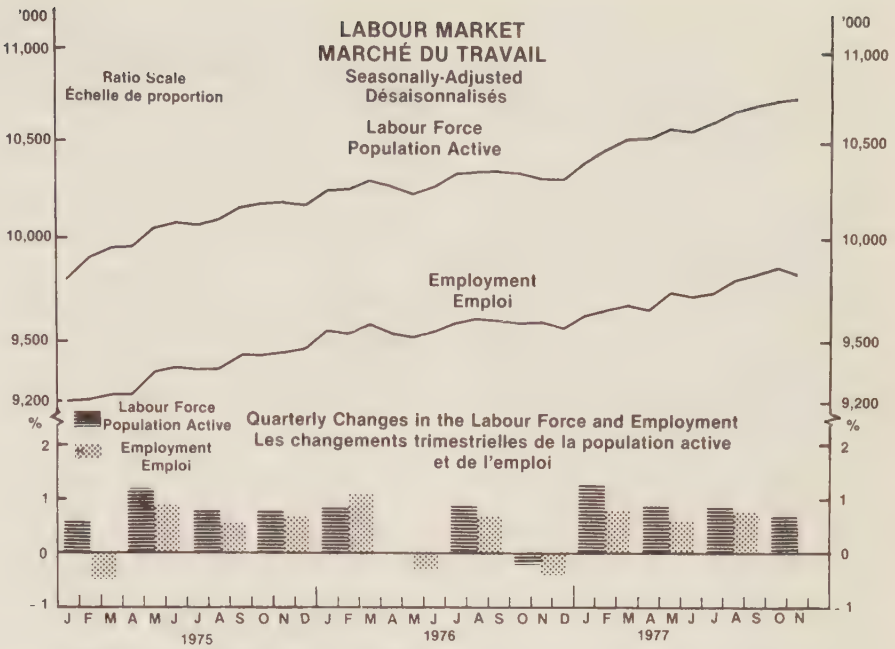
E LABOUR MARKET NOVEMBER 1977

sonally-adjusted data — nges from October 1977

e seasonally adjusted
employment rate rose slightly to
ew record high of 8.4 per cent
November. The increase occur-
as employment decreased
rginally while the labour force
reased slightly. The partici-
ion rate was unchanged at the
ord level of 61.8 per cent.

e decline in employment was
e entirely to a further deteriora-
n of the labour market for young
ɔple 15 to 24 years old. There
re 16,000 fewer jobs among
uths, in contrast to small
reases in employment for adult
les (6,000) and adult females
)00). The unemployment rate for
uths reached a new high of 15.2
r cent, while the adult male rate
nained at 4.8 per cent and adult
nale rate edged up (0.1 per-
ntage point) to 7.8 per cent.

gionally, employment decreased
bstantially in Ontario (-25,000, or
7 per cent). There was a smaller
creased in Prairies (-5,000, or
3 per cent) while, in Quebec and
e Maritimes there were small
ins, and no change in British
lumbia.



SOURCE: Statistics Canada, Labour Force Survey.
Statistique Canada, Enquête sur la population.

The unemployment rate increased in the Prairies (to 5.1 per cent) due to the decline in employment and in the Atlantic region (to 13.7 per cent). In the other three regions the rate was unchanged. In Ontario the labour force decreased at about the same rate as employment and in Quebec the labour force and employment increased at about the same rate. In British Columbia, there were no changes in the major labour market indicators.

Employment in the goods-producing sector increased (12,000) while the service-producing sector decreased (-19,000). The increase in the goods sector was boosted with a strong growth in construction employment together with a weaker growth in manufacturing. In the service sector the decline occurred as employment in the trade industry decreased significantly along with reductions in the utilities and finance. The decline would have been more steep but for a strong gain in community, business and personal services.

Unadjusted data

Due to seasonal factors the actual level of employment was expected to be lower than in October. However, a decline of 90,000 jobs was more than usual. Compared with a year ago there were 238,000 more persons employed in November 1977, and the number of unemployed were 132,000 greater. The average duration of unemployment was 14.2 weeks in November this year compared with 13.1 weeks a year ago.

The actual unemployment rate in November was 7.9 per cent, compared with 7.3 per cent in October and 6.9 per cent in November 1976.

JOB VACANCIES — AUGUST — OCTOBER, 1977

Job vacancies for three months ending in October declined 8,000

(or 1.5 per cent) from the previous three-month period. Compared with a year ago the number of vacancies decreased by 3,600 (or 6.5 per cent). Vacancies for full-time jobs (44,600) remained virtually unchanged from May — July, and vacancies for more than four weeks duration (15,500) increased by about 8 per cent.

The vacancy rate for August — October was 0.6 per cent (i.e. six vacancies per 1,000 existing jobs). The highest vacancy rate was observed in Alberta (1.2 per cent) followed by Ontario (0.6 per cent). The lowest rate (0.3 per cent) occurred in New Brunswick and Newfoundland.

EARNINGS AND INCOME — SEPTEMBER 1977

The average weekly earnings for the industrial composite (seasonally adjusted) rose steeply in September to $254.83 — an increase of 0.9 per cent from August. All industry divisions shared in the increase. The largest increase was in forestry — an increase of 2.1 per cent. With the exception of the Prairies, which decreased marginally, all regions contributed to the overall advance.

In manufacturing, the seasonally adjusted average weekly earnings increased 1.0 per cent to $271.58. Average hourly earnings for the hourly-rated wage earners (seasonally adjusted) increased 10 cents to $6.54 in manufacturing, while average weekly hours decreased to 38.6 hours from 38.9 in August.

On an unadjusted basis, average weekly earnings for the industrial composite advanced 10.0 per cent to $255.42 in September from $232.12 a year ago. In real terms this increase was 1.2 per cent. Average weekly earnings in mining was $353.20 (an increase of 10.1 per cent from a year ago), in manufacturing $272.07 (10.7 per cent), and in construction $387.07 (14.6 per cent). In the provinces, average weekly earnings remained the highest in British Columbia ($290.33) followed by Alberta ($267.37), Ontario ($255.31), Quebec ($250.61), Newfoundland ($245.48), Saskatchewan ($239.63), Manitoba ($229.46), New Brunswick ($222.45), Nova Scotia ($216.33) and Prince Edward Island ($191.85).

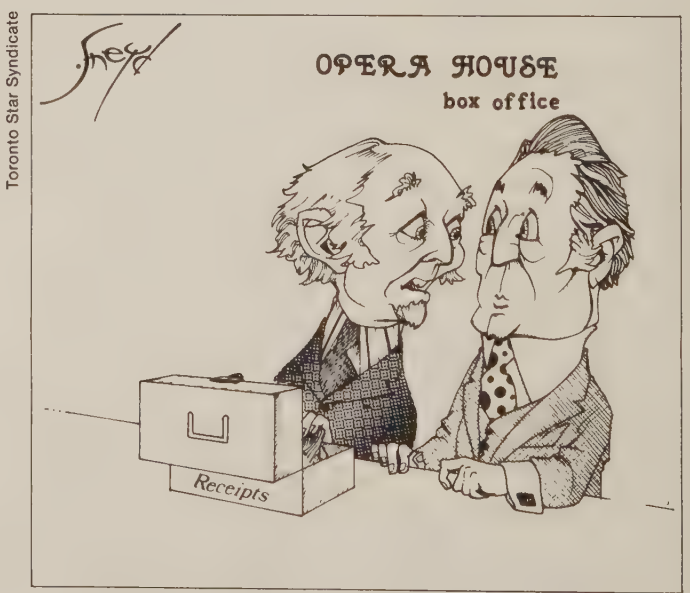
Total labour income was estimated at $10.3 billion for September, an increase of 1.0 billion (11.1 per cent) over September 1976. Wages and salaries, seasonally adjusted, increased $42 million between August and September.

STRIKES AND LOCKOUTS — SEPTEMBER 1977

During September there were 186 work stoppages, the highest number of the year. Compared with August, fewer workers were involved (32,328) and less man-days (311,680) were lost. For the year so far 2.9 million man-days were lost compared with 8.8 million for the same period in 1976.

In the third quarter 1977, man-days lost as a per cent of estimated working time has increased to 0.21 per cent from 0.19 and 0.12 per cent of the second and first quarters respectively. The third quarter rate is, however, still below the quarterly rates of 1976.

In manufacturing, 194,950 man-days were lost in September compared with 197,570 in August and 488,110 a year ago. The ratio of time lost to time worked in the third quarter declined to 0.46 per cent from 0.52 per cent of the second quarter.



"If music be the food of love, let's up the price like other food producers."

abour statistics

OUR MARKET

	Unadjusted			Seasonally Adjusted				
	Nov. 1976	Nov. 1977	% change[1]	Sept. 1977	Oct. 1977	Nov. 1977	% change[2] Oct.	Nov.
L				(numbers in thousands)				
ur Force	10,299	10,670	3.6	10,711	10,730	10,738	0.2	0.1
oyment	9,592	9,830	2.5	9,825	9,844	9,838	0.2	- 0.1
nployment	708	840	8.6	886	886	900	0.0	1.6
nployment Rate (%)	6.9	7.9	—	8.3	8.3	8.4	—	—
cipation Rate (%)	60.5	61.4	—	61.8	61.8	61.8	—	—
th Sexes: 15-24	60.0	60.9	—	63.7	63.7	63.5	—	—
en:	76.8	77.0	—	77.8	77.8	77.8	—	—
- 25 and over	81.1	81.1	—	81.0	81.0	80.9	—	—
omen :	44.8	46.3	—	46.3	46.3	46.3	—	—
- 25 and over	41.4	42.9	—	42.3	42.3	42.3	—	—
LOYMENT	9,592	9,830	2.5	9,825	9,844	9,838	0.2	- 0.1
th Sexes: 15-24	2,348	2,370	0.9	2,470	2,464	2,448	- 0.2	- 0.6
en:	6,043	6,132	1.5	6,136	6,155	6,147	0.3	- 0.1
- 25 and over	4,755	4,848	2.0	4,786	4,810	4,816	0.5	0.1
omen:	3,549	3,698	4.2	3,689	3,689	3,691	0.0	0.1
- 25 and over	2,489	2,613	5.0	2,569	2,570	2,574	0.0	0.2
Workers	8,625	8,825	2.3	8,872	8,862	8,832	- 0.1	- 0.3
on Agriculture	8,475	8,701	2.7	8,721	8,716	8,696	- 0.1	- 0.2
dustries								
riculture	482	446	- 7.5	475	483	476	1.7	- 1.4
nufacturing	1,965	1,916	- 2.5	1,914	1,886	1,889	- 1.5	0.2
nstruction	667	669	0.3	635	642	656	1.1	2.2
ade	1,666	1,725	3.5	1,732	1,737	1,702	0.3	- 2.0
rvices	2,585	2,772	7.2	2,754	2,749	2,773	- 0.2	0.9
egions								
lantic	728	741	1.8	740	735	740	- 0.7	0.7
ebec	2,477	2,522	1.8	2,518	2,508	2,517	- 0.4	0.4
tario	3,680	3,806	3.4	3,781	3,831	3,806	1.3	- 0.7
airies	1,656	1,702	2.8	1,688	1,709	1,704	1.2	- 0.3
itish Columbia	1,051	1,059	0.8	1,087	1,067	1,067	-1.8	0.0
MPLOYMENT RATE (%)	6.9	7.9	—	8.3	8.3	8.4	—	—
th Sexes: 15-24	12.6	14.4	—	14.5	14.8	15.2	—	—
len:	6.0	6.8	—	7.5	7.3	7.5	—	—
- 25 and over	4.0	4.4	—	5.1	4.8	4.8	—	—
Vomen :	8.4	9.5	—	9.5	9.8	9.8	—	—
- 25 and over	6.4	7.7	—	7.5	7.7	7.8	—	—
egions								
lantic	11.0	12.6	—	12.5	13.5	13.7	—	—
uebec	8.7	10.5	—	10.8	11.4	11.4	—	—
ntario	5.8	6.2	—	7.3	6.8	6.8	—	—
airies	3.8	4.8	—	4.8	4.8	5.1	—	—
itish Columbia	7.8	8.5	—	8.3	8.5	8.5	—	—

NSUMER PRICE INDEX

	Unadjusted						Seasonally Adjusted		
	1977			% Change From Previous Year			Current Annual Rate of Change		
	Sept.	Oct.	Nov.	Sept.	Oct.	Nov.	Sept.	Oct.	Nov.
tems (1971 = 100)	163.4	165.0	166.1	8.4	8.8	9.1	7.4	9.5	10.8
d "	184.3	186.9	188.4	11.2	12.7	13.9	8.5	12.0	17.3
l Ex-Food "	156.1	157.3	158.3	7.4	7.3	7.4	7.2	8.8	8.5

EARNINGS AND INCOME

	Unadjusted			Seasonally Adjusted				
	Sept. 1976	Sept. 1977P	% change[1]	July 1977P	Aug. 1977P	Sept. 1977P	% change[2] Aug.	Sept.
AVERAGE WEEKLY EARNINGS ($)								
Industrial Composite ($ Current)	232.12	255.42	10.0	250.19	252.45	254.83	0.9	0.9
Real ($ 1971)	153.01	154.80	1.2	161.98	162.94	164.97	0.6	1.2
By Regions:								
Atlantic	204.89	224.71	9.7	222.51	223.33	225.57	0.4	1.0
Quebec	223.67	250.61	12.0	244.54	248.15	250.33	1.5	0.9
Ontario	233.00	255.31	9.6	249.18	251.47	254.22	0.9	1.1
Prairies	231.52	251.67	8.7	248.82	251.34	251.12	1.0	- 0.1
British Columbia	266.49	290.33	8.9	284.50	283.75	286.94	- 0.3	1.1
Manufacturing:								
Average Weekly Earnings ($)	245.76	272.07	10.7	266.21	268.94	271.58	1.0	1.0
Average Hourly Earnings ($)	5.87	6.51	10.9	6.40	6.44	6.54	0.6	1.6
Average Weekly Hours	38.9	39.0	0.3	38.6	38.9	38.6	0.8	-0.8
Total Labour Income ($ M)	9,254.2	10,284.1	11.1	9,920.9	9,979.9	10,028.0	0.6	0.5
Wages and Salaries - Total	8,572.4	9,505.2	10.9	9,173.9	9,225.7	9,267.6	0.6	0.5
— Manufacturing	1,944.6	2,128.2	9.4	2,084.1	2,082.5	2,085.2	- 0.1	0.1

JOB VACANCIES

	Unadjusted						Seasonally Adjusted		
	1976		1977			3 Months	1977		
	III	IV	I	II	III	Ending Oct.	I	II	III
	(numbers in thousands)								
All categories	62.3	40.3	39.7	49.7	52.2	51.5	46.8	47.8	42.9
Full-time	54.7	35.8	35.3	43.2	45.4	44.6	41.0	41.5	37.4
Part-time	20.3	13.9	12.4	13.2	15.9	15.5	13.7	14.4	12.5

STRIKES AND LOCKOUTS

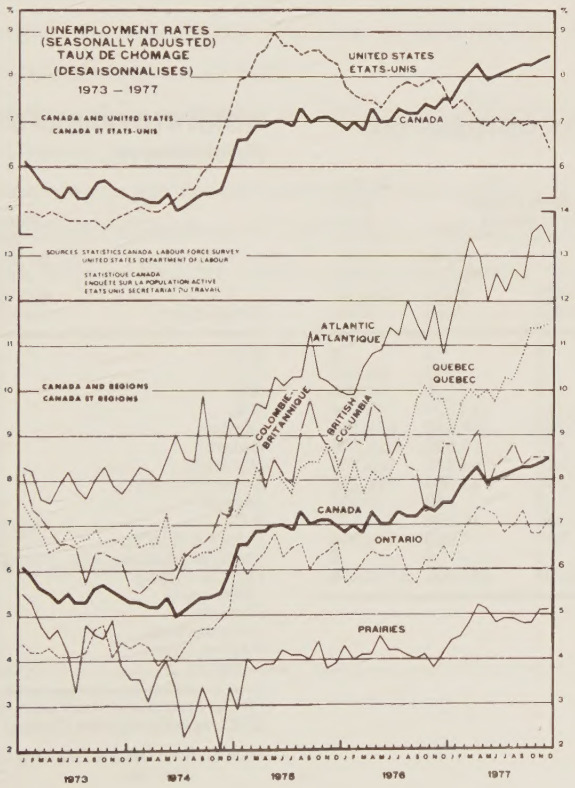
	1976				1977				
	I	II	III	IV	I	II	III	Sept.	Oct.
Strikes and Lockouts	172	209	203	143	119	159	177	186	142
No. of Workers Involved	125,271	231,695	112,173	342,621	23,948	34,555	36,706	32,328	22,307
Man-days Lost — Total	610,433	864,817	1,466,900	927,813	215,677	346,553	394,273	311,680	243,050
— Manufacturing	421,673	296,383	501,157	278,540	110,100	207,630	189,653	194,950	154,340
Man-days Lost as a % of Estimated Working Time	0.35	0.48	0.79	0.50	0.12	0.19	0.21	0.17	0.14
— Manufacturing	1.08	0.74	1.18	0.67	0.28	0.52	0.46	0.48	0.39

[1] Per cent change from previous year.
[2] Per cent change from previous month.
P Preliminary.

Source: Statistics Canada, *The Labour Force*, Cat. 71-001. Statistics Canada, *Employment, Earnings and Hours*, Cat. 72-002. Statistics Canada, *Quarterly, Report on Job Vacancies*, Cat. 71-002. Statistics Canada, *The Consumer Price Index*, Cat. 62-001. Labour Canada, *Wage Developments*, Labour Data Branch.

IMUM WAGE RATES — PER HOUR

ction	Effective Date	Experienced Adults	Youths and Students
l	April 1, 1976	$2.90	under 17: $2.65
	March 1, 1977	$3.00	under 18: $2.85 Part-time students under 18: $2.50
Columbia	June 1, 1976	$3.00	17 and under: $2.60
ba.	September 1, 1976	$2.95	under 18: $2.70
runswick	November 1, 1976	$2.80	no special rates
undland	January 1, 1976	$2.50	no special rates
cotia	January 1, 1977	$2.75	14 to 18: $2.50
	March 15, 1976	$2.65	Students under 18 employed less than 28 hours in a week or during a school holiday: $2.15
Edward Island	July 1, 1977 July 1, 1978	$2.70 $2.75	under 18: $2.35 under 18: $2.40
c	January 1, 1978	$3.27	under 18: $3.07
chewan	January 31, 1978 June 30, 1978	$3.15 $3.25	no special rates no special rates
west Territories	June 7, 1976	$3.00	under 17: $2.55
Territory	April 1, 1976	$3.00	no special rates



STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Labour Data Branch of the Canada Department of Labour on the basis o reports from the Canada Manpower Division, Department of Manpower and Immigration. The tables cover strikes and lockouts that amount to 10 o more man-days. The number of workers involved includes all workers reported on strike or lockout, whether or not they all belonged to the unio directly involved in the disputes leading to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, ar not included.

TIME PERSPECTIVE ON WORK STOPPAGES, OCTOBER 1977

Period	Number beginning during month	Work stoppages in existence during month or year			Per cent o estimate working tim
		Number	Workers involved	Duration in man-days	
Year					
1973	677	724	348,470	5,776,080	0.3
1974	1,173	1,218	580,912	9,221,890	0.4
1975	1,103	1,171	506,443	10,908,810	0.5
1976	921	1,039	1,570,940	11,609,890	0.5
1976					
October	78	181	927,888	2,035,720	1.1
November	52	138	54,886	498,700	0.2
December	37	110	45,090	249,020	0.1
1977*					
January	47	113	29,132	227,670	0.1
February	45	111	19,272	193,140	0.1
March	69	133	23,441	226,220	0.1
April	76	160	39,133	353,400	0.2
May	60	154	32,857	359,740	0.2
June	59	162	31,675	326,520	0.1
July	51	169	40,805	466,650	0.2
August	68	175	36,984	404,490	0.2
September	65	186	32,328	311,680	0.1
October	42	142	22,307	243,050	0.1
January-October 1977*		648		3,112,570	0.1
January-September 1976		950		10,862,370	0.6

*Preliminary

WORK STOPPAGES BY INDUSTRY, OCTOBER 1977 (Preliminary)

Industry	Number beginning during month	Work stoppages in existence during month			Cumulative duration in man-days (Jan. to Oct.)
		Number	Workers involved	Duration in man-days	
Agriculture	0	0	0	0	0
Forestry	0	1	80	720	63,810
Fishing	0	0	0	0	20,800
Mines	1	6	1,312	13,500	115,750
Manufacturing	15	62	9,789	154,340	1,678,100
Construction	3	5	387	4,820	421,890
Transp. & Utilities	9	23	7,047	32,470	193,310
Trade	4	17	1,040	13,950	142,260
Finance	0	1	8	160	10,830
Service	7	19	2,130	16,030	321,570
Public Admin.	3	8	514	7,060	144,250
Various industries	0	0	0	0	0
TOTAL	42	142	22,307	243,050	3,112,570

WORK STOPPAGES BY JURISDICTION, OCTOBER 1977 (Preliminary)

Jurisdiction	Number beginning during month	Work stoppages in existence during month			Cumu lativ dura tion i man day (Jan. t Oct
		Number	Workers involved	Duration in man-days	
Nfld.	4	4	1,358	1,300	128,19
P.E.I.	0	0	0	0	
N.S.	0	2	22	450	19,95
N.B.	2	3	613	5,190	36,13
Québec	7	65	8,829	131,250	1,413,24
Ontario	19	38	4,397	54,810	1,045,39
Manitoba	0	1	230	1,840	27,21
Saskatchewan	4	7	307	2,310	31,92
Alberta	0	5	879	14,920	79,77
B.C.	2	8	3,743	17,150	139,53
Yukon & N.W.T.	0	0	0	0	
Total, provinces	38	133	20,378	229,220	2,921,33
Federal Public Service(1)	1	1	60	60	12,86
Federal Industries(2)	3	8	1,869	13,770	178,38
Federal total	4	9	1,929	13,830	191,24
TOTAL	42	142	22,307	243,050	3,112,57

(1) Covered under the Public Service Staff Relations Act.
(2) Covered under the Canada Labour Code: Part V.

NOTE: Numbers relate only to workers directly involved in the dispute.